

Beaver County, Utah

General Plan

**Adopted April 1993
Amended February, 1999**

The preparation of the initial report in 1993 was financed primarily by Community Block Grant planning assistance funds from the Utah State Department of Community and Economic Development. The 1997 General Plan Update was financed by a planning grant received through the Governor's Office of Planning and Budget and was prepared with the assistance of the Beaver County Commission, Beaver County Planning Commission, Beaver County staff, and the Five County Association of Governments.

Table of Contents

Preface	P-1
Introduction	I-2
Format of the General Plan	I-2
Value of the General Plan	I-2
History	H-3
Physical Characteristics	H-3
Setting and Early People	H-3
The Region and the County	H-4
Custom and Culture	H-5
Emergence of Beaver County's General Plan	H-6
Statistics and Demographics	S&D-7
General Statement	S&D-7
Types of Data	S&D-7
Sources of Data	S&D-7
Land Use Data	S&D-8
Demographic Data	S&D-11
Future Service Demand	S&D-12
Housing	S&D-16
Socio Economic Data	S&D-16
Age	S&D-17
Education	S&D-17
Employment	S&D-17
Community Facilities	S&D-19
Transportation & Circulation	S&D-23
County Administration	S&D-24
Land Use & Growth Management	LU&GM-25
Growth Boundaries	LU&GM-26
Tiers	LU&GM-28
Adequate Public facilities	LU&GM-30
Impact Fees and Financing of Capital Facilities	LU&GM-31
Growth Management Goals and Policies	LU&GM-32
Beaver County Tier Map	LU&GM-48
Beaver County Circulation Map	LU&GM-49
Beaver City Tier and Circulation Map	LU&GM-50
Milford City Tier and Circulation Map	LU&GM-51
Minersville Town Tier and Circulation Map	LU&GM-52

Transportation & Circulation	T&C-53
Purpose	T&C-53
Functional Classification of Roadways	T&C-53
Design and Construction Standards	T&C-54
Design, Plans, and Specifications	T&C-54
Construction Management, Staking, and Acceptance Testing	T&C-54
Traffic Sources	T&C-54
Existing Traffic Volumes	T&C-55
Possible Roadway Improvements and Costs	T&C-56
General	T&C-56
Improvements and Costs: Present	T&C-56
Improvements and Cost: 1998 to 2000	T&C-57
Improvements and Costs: 2000 to 2002	T&C-57
Improvements and costs: 2002 to 2020	T&C-57
Financing of Improvements	T&C-57
General	T&C-57
Recommended Funding Mechanisms	T&C-57
Transportation & Circulation Goals and Policies	T&C-59
Economics	E-61
County Economic History	E-61
Workers Compensation Rates	E-61
Construction Activity	E-61
Tax Structure	E-62
Economic Diversity	E-62
Distance to Major Destinations	E-63
Impacts of Circle Four Farms	E-64
Impacts of New County Jail Facility	E-66
Economic Goals and Policies	E-67
Goals and Objectives	G&O-68
Plans and Programs	P&P-70

List of Tables and Figures

Tables

Table 1- Beaver County Population Projections By Selected Age Group, 1980 - 2020	S&D-12
Table 2-Beaver County Population Projections By Selected Age Group as a Percent of Total, 1980-2020	S&D-13
Table 3-Existing Traffic Counts	T&C-56
Table 4-Beaver County Permit Authorized Construction 1990-1996	E-61
Table 5-Distance to Major Destinations	E-64
Table 6-Cumulative and Incremental Employment	E-65
Table 7-Four Development Scenarios	E-65

Figures

Figure 1-Agricultural Employment	E-62
Figure 2-Diversity in Employment in Beaver County, 1980-2020	E-63

ORDINANCE NUMBER **
(GENERAL PLAN AMENDMENT)

AN ORDINANCE OF THE COUNTY COMMISSION OF BEAVER COUNTY, UT,
ADOPTING AMENDMENTS TO THE BEAVER COUNTY GENERAL PLAN, RELATING
TO GENERAL LAND USE PLANNING.

Preamble

In order to provide for the health, safety and general welfare of the citizens of Beaver County, UT, the County Commission is committed to establish a general plan which will specify goals, relating to land use, housing, the environment, transportation, economics, and public facilities and services, which the residents of Beaver County hope to achieve during the next twenty years and policies which will facilitate those goals.

WHEREAS, the County desires to adopt amendments to the general plan known as the General Plan of Beaver County, UT; and

WHEREAS, the County Commission is authorized to adopt or amend the general plan; and

WHEREAS, the general plan may address issues, among others, related to land use, transportation, the environment, housing, economics, and public facilities and services; and

WHEREAS, the Planning Commission has held several publicly noticed meetings in part to discuss the provisions of the general plan; and

WHEREAS, Utah State Code sections 17-27-301 through 17-27-306, set forth procedures for the adoption, amendment and content of a general plan; and

WHEREAS, the Planning Commission of Beaver County held a duly advertised and noticed public hearing for the purpose of receiving public comment regarding the content of the general plan; and

WHEREAS, the County Commission of Beaver County held a duly advertised and noticed public hearing for the purpose of receiving public comment regarding the content of the general plan;

NOW, THEREFORE, BE IT ORDAINED by the County Commission of Beaver County, Utah, as follows:

- (1) The general plan attached is hereby adopted as the General Plan of Beaver County, Utah.
- (2) Pursuant to Utah Code 17-27-303(6)(b), all building and land uses shall be in compliance with the General Plan. No building permit or other land use permit shall be issued except in compliance with the General Plan.
- (3) All ordinances adopted subsequent to this General Plan shall comply with the goals and policies as set forth herein.
- (4) This ordinance shall take effect immediately on passage.

1998 BEAVER COUNTY GENERAL PLAN AMENDMENT

This certifies that the 1993 Beaver County General Plan Update has been amended to include a Transportation and Circulation Section, an Economic Section, revisions to the Levels of Service Criteria, an updating where possible of data, and the inclusion of a Tiered Growth Boundaries Map and a Transportation and Circulation Map and has been duly adopted with these amendments by the Beaver County Commission by Resolution No. _____ dated _____, 1998.

Beaver County Commission

Chad W. Johnson, Chairman

Ross Marshall

Richard Rollins

Beaver County Planning Commission

Kenneth Lofland, Chairman

Scott Bealer

Jeff Kessler

Dennis Miller

Ken Olsen

Rick Rose

Alice Smith

Craig Davis, Beaver County Zoning Administrator

Cindy Peterson, Planning Commission Secretary

Five County Association of Governments

Curt Hutchings, Senior Planner-Project Manager

Edward O. Dickie-GIS Coordinator

Preface

The concept of the public welfare is broad and inclusive. The values it represents are spiritual as well as physical, aesthetic as well as monetary. It is within the power of the Planning Commission and County Commission to determine that the County's communities be beautiful as well as healthy, spacious as well as clean, well-balanced as well as carefully patrolled.

Therefore, The Beaver County General Plan is dedicated to Beaver County's commitment to orderly growth and willingness to seek the ideas and use the tools to carry Beaver County into the 21st Century.

Introduction

The Beaver County General Plan is the formally adopted policy for Beaver County's growth and development. It supersedes all previous General Plans.

This plan with periodic review and timely updates should be the most important document in guiding Beaver County in attaining an exceptional quality of life and assure economic vitality as it approaches and enters the 21st Century.

Format of the General Plan

The Plan contains four major sections, 1) Statistics, 2) Goals and Objectives, 3) Plans and Programs and 4) Implementation.

Statistics and Demographics presents a "numbers" image consisting of trends and characteristics in Beaver County from previous years and the present. Goals and Objectives reflect citizen and community leader input gathered at public meetings and presentations as well as conferences. Plans and Programs is a result of ideas and information from the first two sections that define development policies of the County. This section also indicates how each piece of land in the County should ideally be used, as well as provides guidelines for attaining the best quality of life for Beaver County's residents. Finally, implementation transforms Goals and Objectives into reality.

Role of the General Plan

The General Plan plays several major roles. The County Commission and its appointed Boards and Commissions use it as a "yardstick" against which all planning decisions are measured, including those by Federal and State Officials. Simply, development that is in concert with the General Plan should be encouraged; development that is not, should be rejected or modified. Following this process, the Plan is transformed from "paper to reality."

It is used by citizens and potential residents in making personal decisions and economic commitments. It plays a key role in helping business and industry make decisions in terms of establishing or relocating in the County, or expanding existing facilities.

Value of the General Plan

The Value of the General Plan is only as good as the support that it gets from the leadership and the citizens of the County. While it is conceived and created, to a great degree, by the County Commission, with guidance from the Planning and Zoning Commission, its ultimate long-term support and success must come from the County as a whole.

With challenges posed to the County from Federal and State land management programs, few long term employment opportunities, and expansive distances between necessary services, the residents cannot absolve themselves of their civic responsibility. It is hoped that this document will encourage involvement by all citizens to make Beaver County an even better place to live up to the year 2010 and beyond.

History

Physical Characteristics

Situated on the west side of the Tushar range of the Wasatch Mountains, Beaver County is rich in natural resources and its history is a monument to the courage of its founders. Fertile, cultivated fields of grain and alfalfa, hundreds of acres of meadow land, together with the income derived from mining, livestock raising, and dairying have helped to shape landscapes of prosperity, some of which are still evident today.

Beaver County was named by the early settlers after the thousands of beaver found in the river and other streams.

The Beaver River originates in the Tushar Mountains and flows in a westerly and north-westerly direction into Millard County, where it sinks into the ground. The entire eastern portion of the County lies within the Beaver River drainage area. The remainder of the County is drained by intermittent streams which end in sinks within closed drainage basins.

Located in the southwest part of the State of Utah, the natural boundaries of Beaver County are as follows: The eastern boundary reaches into the heart of the beautiful snow-capped mountains, passing along and around Mt. Baldy, Mt. Belknap, Mt. Holly, and Mt. Delano. On the north, Beaver County is bordered by Millard County, on the south, by Iron County, and on the west by the State of Nevada. The County is 90 miles in length from its east to its west line, and about 30 miles from the north to the south line.

Beaver County is mountainous with an altitude of 5,970 feet in the east end of Beaver Valley, and 4,962 feet in the Western or Milford Valley. The seasons are somewhat variable, owing to the late and early frosts. In Beaver Valley, June 10, is considered to be the last of the late frosts, and September 25th as first of early frosts. Minersville, an agricultural town, situated in the southeastern part of Milford Valley, is protected from the late and early frosts by the breeze from Minersville Canyon directly east of them, thus giving them a longer growing season; the late frost is about May 20th and the early frost about October 5th. The Milford Valley is colder in the north portion but varies little from the dates as to frost at Minersville.

The climate or weather conditions in the County are temperate, not being subject to either extreme heat or cold, the summer days are not excessively warm, except in the low valleys, the nights are nearly always delightfully cool.

Setting and Early People

The first settlers in Beaver County came from Parowan in April, 1852. They built log cabins along the Beaver River and began cultivation in the same area. The first town, Beaver, was laid out in the spring of 1858. In 1852 lead was discovered at the Lincoln Mine, which facilitated the building of recovery furnaces and the founding of the Town of Minersville in 1859. An attempt was made to produce bullets from the Lincoln Mine ore, but there was an element in the lead that made molding the lead compound too difficult. The element turned out to be silver, which introduced Beaver County to the rest of the nation.

The discovery of silver led to an economic boom in Beaver County. Frisco, a new town, appeared with the silver mine, and miners and their families moved into the area to work. Prospectors began scouring the countryside for new mineral deposits and by 1920 there were 15 separate mining districts in the County. Because of the mining industry, the telegraph was brought south to Frisco, and in 1880 the railroad was extended to Milford, which was done primarily to facilitate the transportation of ore to Salt Lake City. The railroad sparked further economic opportunity, as Milford became the principal distribution hub for goods going to southern Utah and eastern Nevada. Eventually, the Utah Southern and Utah Southern Extension roads were acquired in 1900 by the San Pedro, Los Angeles, & Salt Lake Route, which in 1905 completed its line to southern California, and in 1921 was incorporated into the Union Pacific system.

Because of the railroad, Cattle were brought to Milford to be shipped to various markets; and by the turn of the century, Milford had become the largest cattle shipping center west of Omaha, Nebraska.

Beaver County's transportation infrastructure resulted in Beaver County being chosen as the site where the Second Judicial Court for the Utah Territory was established. Beaver, Iron, Washington, Kane, Garfield, and Paiute Counties were included in the District, which lasted from 1870 until Utah was admitted to statehood in 1896. The location of the court brought many people to Beaver County and in many ways was one of the County's first "tourism industries." One of the more well-known court proceedings was the trial of John D. Lee, who participated in the infamous Mountain Meadow Massacre.

The County of Beaver was created in 1886 by an act of the Legislature of the Territory of Utah. Because of the Mountain Meadow Massacre and Indian raids on the settlements, Fort Cameron was established in 1873 by United States troops. The post, two miles east of Beaver, was maintained until 1882. The buildings were then used as an LDS Church school, and later became the site of the Murdock Academy.

As transportation facilities increased and new distribution methods appeared, Milford gradually became just another stop on the line. Eventually the silver vein disappeared, and the "boom" town of Frisco, which at its peak touted a population of 6,000 people, became a ghost town.

The value of minerals produced in the County has not in any year since 1951 reached half the 1930 mineral value. The only exception was in 1963, when a large increase occurred due to the need for sand and gravel in support of several highway construction projects.

The history of Beaver County is filled with the names of illustrious people. Perhaps the most famous person born in Beaver County was Philo T. Farnsworth, the pioneer of television research.

The Region and the County

Beaver County lies within the "Grand Circle", which circumscribes the major scenic and recreational attractions of the great American Southwest.

Beaver County is associated with the Southwest Utah planning district, which is comprised of Beaver, Garfield, Iron, Kane and Washington counties. It is a member of the Five County Association of Governments and a constituent of the Color Country Travel Region, both of which cover the same territory as the planning district.

The County includes the cities of Beaver and Milford, the town of Minersville, the unincorporated agricultural communities of Adamsville, Greenville, and Manderfield, and the Elk Meadows Ski Resort. Beaver City is the County seat.

Custom and Culture

In Beaver County, culture in a very down to earth sense, comprises the shared values and beliefs that give guidance and meaning to the lives of the local residents. These shared values and beliefs, including such traits as independence, self-sufficiency and devotion to family, work and the land, have their origins in religion, folk traditions and in the shaping influence of environment on the individual and the community. Moreover, culture in Beaver County includes the array of social standards and social institutions, from family ties, to kindly neighbors, to high school sports to the County fair, that hold together and give common purpose and meaning to community life.

As culture represents a people's identity and the foundation upon which political societies and economies are built, the citizens of Beaver County are inseparable from their culture. They are, as evidenced by their history in agriculture, mining, and timbering, a product of the complex web of land uses and practices, values and beliefs that nurture their communities, sustain their economies, empower their local government, and give form and shape to their spiritual and physical environments. Stripped of their land use practices and usages, denied their values and beliefs, they would lose coherence as a people. If stripped and denied of their private property rights including their equitable estates on federal lands without due process, community stability cannot be maintained. Community stability is equated to economic stability, the condition under which communities can change, adapt, and develop by the dictates of custom and culture rather than by rules and regulations placed upon them by entities who fail to understand the geography of "place".

For these reasons, the people of Beaver County have concluded that a proper goal of comprehensive land use planning is to ensure community stability. In an environment where private lands are increasingly subject to arbitrary federal and state control and where federal and state properties comprise an overwhelming majority of the County's land base, that goal can best be achieved by empowerment, by protecting the property rights, integrity and independence of every citizen and by making custom and culture an issue of local, rather than national consensus. A planning strategy based on these assumptions is attainable only by allowing the people who use and live upon the land to make the crucial decisions that determine their welfare and the welfare of the environment at large. No plan can, for that matter, isolate or protect community stability and custom and culture from the force of change in response to the needs and messages of nature and the free market. But this plan should and does insulate Beaver County from the abuses stemming from national public policy and from the actions of those whose residencies lie beyond the county but whose ambitions are directed at denying individual and local determination. These practices and policies of such outsiders constitute cultural genocide.

There is one last aspect of custom, culture and community stability that is essential to the goal of the Beaver General Plan, and which is recognized by the Beaver County elected officials-- that all other entities are constrained by specific statutes and associated regulations from adversely impacting custom, culture, and community stability in Beaver County.

The General Plan (comprehensive plan), by articulating the County's custom and culture and by delineating the critical elements of community stability, offers a means by which the citizens of Beaver County can be empowered in all matters of land use. It provides the leverage by which local democracy regains power and sovereignty in matters close to home and most relevant to community welfare and happiness. How and when to exercise this powerful tool in service of local democracy and in pursuit of enhanced environmental conditions will become a focal point of the Goals and Objectives section of this General Plan.

Emergence of Beaver County's General Plan

Faced with issues such as solid waste disposal, Federal and State Land Management Plans, and a need for aggressive economic development, the County Commission has concentrated the efforts of its Planning and Zoning Commission to address growth and development issues and derive specific County goals. The "Common bond" that will take The County Commission as well as future Commission's to the year 2020 is the best utilization of Beaver County's private land which only constitutes 6.1 percent of the County's entire land base. It will be important to the elected, as well as appointed officials to strive at minimizing the limitations resulting from the high percentages of Federal and State Lands, by not diminishing development interest and quality growth. Their continued leadership will assure growth, and further enhance the communities within the County.

This document reflects the County's commitment to quality public and private growth through their elected and appointed officials. This document also provides the direction and guidelines to all involved in furthering the efforts of making Beaver County a viable and dynamic 21st century county.

Statistics and Demographics

General Statement

To formulate and create realistic plans and programs for the future, a statistical look at the County is necessary. These numbers reveal how the County has done and, with objective analysis, can help the County formulate reasonable expectations for the future.

Types of Data

From a Variety of Sources, the following types of data have been gathered that are a necessary part of this research process:

Land Use Data...it reflects how the land is used in a variety of categories, such as residential, commercial, service industrial, as well as public lands;

Demographic Data...it indicates the County's population, and its general distribution;

Housing Data...it is an inventory of the kinds of residential units that are available and compares vacancies in most common units;

Socio-Economic Data...it provides data that reveals the make-up of the County's population in terms of family composition, age of the population, income and spending patterns.

Community Facilities Data...it reveals the extent of the County's (including City's) service and physical facilities, as well as its schools and parks, in addition to any available utilities;

Circulation Data...it presents some ideas as to the volume of traffic on County Roads.

Sources of Data

A variety of source material is utilized in assembling this data. This variety includes the following:

Southwest Utah Region Overall Economic Development Plan
Five County Association of Governments

Transferable Development Rights Programs
Richard J. Roddewig & Cheryl A. Ingbra

Beaver County Emergency Operations Plan
Beaver County

Utah Construction Report
Bureau of Economic and Business Research, University of Utah

1990 Statistical Abstract of Utah
Bureau of Economic and Business Research, University of Utah

Water System Ratings
Division of Drinking Water, Utah Department of Environmental Quality

1993 Economic Report to the Governor
State of Utah

Approaching the year 2000 and Beyond
Utah Department of Health

Utah Economic and Business Review
Bureau of Economic and Business Research

Statistical Review of Government in Utah, 1992 Edition
Utah Foundation

1992 Utah Agricultural Statistics
Utah Department of Agriculture Annual Report

1990 Census Summary Tapes
Census Bureau
Department of Commerce

Land Use Data

To a great extent, projected land use is based on the visible pattern and tabulated acreage of existing land use. Without this data, it would be difficult to present a reasonable set of recommendations on projected land use.

Estimated Land Ownership in Beaver County:

1,660,137	Total Acres
1,249,120	BLM Acres
138,489	Forest Service Acres
1,387,589	Total Federal Acres
83.6%	Federal Lands as a % of total
207	State Park Acres
145,606	School Trust Acres
11,974	Wildlife Resource Acres
157,787	Total State Acres
9.5%	State Acres as a % of total
1,545,376	Total State and Federal
93.1%	As a % of total
114,761	Acres under private ownership
6.9%	As a % of total

Private Land Allocation By Zoning District

Zoning Districts	Acres	Number of Possible Dwelling Units
Forest Recreation	3,936	17,145
Residential Agriculture	5,230	5,230
Agriculture-5	39,506	7,908
Agriculture-10	118	11
Agriculture-20	27,608	1,380
Multiple Use	37,676	3,767
ELK MEADOWS (P.U.D)	687	704
TOTAL	114,761	36,145
Commercial	709	
Industrial	1,509	

Current Residential Dwelling Units

Residential:	2,200
Single-Family	1,719
Multiple Residential	207
Mobile Home	260

Dispersal Of Residential Dwelling Units

Beaver City	775 Units
Milford City	522 Units
Minersville	214 Units
Unincorporated	689 Units

Land Use

A variety of land uses are represented in Beaver County. The major land uses in the County are indicated by the ownership patterns of federal and state governments. The Bureau of Land Management areas are primarily used for grazing, mining, recreation, and open space. The National Forest boundaries draw in most of the forest land within the County; these lands have multiple uses which include recreation, timber cultivation and harvest, grazing, wildlife habitat, and watersheds. Privately owned lands, which account for the smallest percentage of the total land area, are given to the most diverse uses.

Commercial, Industrial, Residential, and Public Uses

The majority of urban land uses, including residential, commercial, industrial, and public uses are located in or near the three municipalities. Beaver City and Milford City are the County's centers for commerce and social activity. Beaver City is the primary tourist facility center and the county seat. Milford is the major railroad and agricultural center. Minersville and the unincorporated communities are primarily agricultural in character.

Industrial parks have been created adjacent to both Beaver City and Milford City. The Beaver park consists of approximately 190 acres, and the complete Milford Park (54 acres in size), which has ready access to the Union Pacific Railroad.

Recreation

As previously noted, federal and state government agencies own and administer approximately 87% of the land in Beaver County. Recreation is one of the predominant multiple uses on BLM and Forest Service lands, which cover the largest part of the County. Picnic and camping facilities are available to the public in the Fishlake National Forest. BLM lands in the western part of the County offer opportunities for off-road vehicle use, rockhounding, and other activities suitable to open desert lands. The State Park system administers the Minersville State Park and Reservoir, which is widely known for its good fishing.

Agriculture

In Beaver County approximately 187,000 acres, or 292 square miles, are involved in agriculture. This represents 11.3% of the total county area. Agricultural activity is located in the eastern half of the County, primarily in the Beaver and Milford Valleys, and is centered around the established communities. The amount of acreage involved in agriculture has changed little over the past decade. However, during 1978-87 the number of farms increased from 189 to 226, and the average size of farms decreased from 991 acres to 828 acres. This appears to be part of a trend which has been seen throughout the state.

Natural Resource Development

Beaver County is rich in the variety and level of mineral resources found within its borders. These resources played a key role in the early development of the County. However, in recent years international market conditions and the cost of extraction have minimized the degree to which these resources are being developed.

Beaver County's known mineral resources include the following: Alunite, antimony, arsenic, barite, barium, beryllium, bismuth, chromium, clay, copper, diatomaceous earth, fluorine, fluorspar, gold, iron, lead, magnetite, manganese, mercury, molybdenum, nitrate, perlite, pumice, selenium, silver, sulphur, tellurium, thorium, titanium, tungsten, uranium, volcanic ash, and zinc.

Of these minerals, alunite and molybdenum have received serious attention in recent years. Alunite is a source of potash, a fertilizer, and alumina, a rich aluminum ore. Molybdenum is an important industrial metal used as an alloying agent in many kinds of seals, irons, and other alloys. Studies have been conducted on the viability of developing these resources, but no substantial activity has yet taken place. Interest has recently been shown by mining enterprises in zinc, gold, and silver deposits at the old Horn Silver Mine, and in the extraction of fine clays at the Kaolin site. Activity at these sites is pending the completion of necessary arrangements and market conditions.

In addition several oil & gas companies have identified structures with a high potential for oil and gas development in Western Beaver County.

Demographic Data

Demographic data reflects a County's population and distribution. Demographic data serves the needs of a variety of concerns. It helps County and public service providers anticipate future needs and demands for services and facilities; it also helps the development sector in anticipating and meeting the varied needs for service, commercial, agricultural and industrial facilities.

Population

According to projections published by the Governor's Office of Planning and Budget, Beaver County can expect to see significant increases in population over the next 20 years, due to Beaver County success in enlarging its employment base. The average annual percent change in population during the period of 1980-2010 is projected to be 2.7%. This compares with figures of 2.9% for Southwest Utah and 1.7% for the State of Utah during the same period.

The County's 1995 estimated population was 5,961 persons. This figure is expected to reach 6,936 by the year 2000, and to climb to 9660, by the year 2020. These population estimates will, of course, be significantly affected by the strength and diversity of the local economy and the related job base. Table 1 & 2, pages 12 & 13, "Population Projections By Selected Age

Group” and “Population By Selected Age Group as a Percent of the Total”, also indicates that the age structure of Beaver County as a whole is getting older. Although demographers have indicated this trend to be universal, it is particularly acute in Southwestern Utah. Interestingly enough, the driving force behind the shift from a young population to a predominately older one in the years ahead will be the lack of employment opportunities, and access to higher education.

The projected increase in population is not expected to change the rural nature of the County. If the present population pattern continues, most of the population increase is expected to occur in established developed areas of the County. It is also anticipated that the established trend for population growth in the unincorporated part of the County will continue. Much of this growth in the unincorporated area is expected to occur near Beaver City in the proximity of Beaver Canyon and Elk Meadows.

The County's growth picture reveals an increase of those age cohorts which primarily drive economies, which will serve to enhance the economic base. However, the County's policymakers will need to address issues such as greater economic diversity, affordable housing, pollution, water, waste disposal, transportation, law enforcement, family services education and health care.

Future Service Demand:

By classifying and projecting the total population by the types of age-specific services each group consumes, the County can adopt goals and policies now that will enable it to adequately deal with the increased future demands in areas such as child care, education, employment and health care.

**Table 1- Beaver County Population Projections
By Selected Age Group, 1980 - 2020**

Age	1980	1990	1997	2000	2005	2010	2015	2020
0-4	550	396	511	661	805	837	821	821
5-17	1,033	1,332	1,375	1,419	1,533	1,854	2,127	2,187
18-29	704	536	1,087	1,423	1,409	1,299	1,270	1,443
30-39	465	627	741	880	1,094	1,394	1,441	1,285
40-64	1,011	1,101	1,393	1,666	1,931	2,164	2,522	2,834
65+	615	773	854	887	840	850	934	1,090
15-44	<u>1,555</u>	<u>1,697</u>	<u>2,609</u>	<u>3,123</u>	<u>3,266</u>	<u>3,509</u>	<u>3,837</u>	<u>3,992</u>
Total	4,378	4,765	5,961	6,936	7,612	8,398	9,115	9,660
Median	27	31	29	29	29	30	32	32
DPR	101	110	85	75	72	73	74	74

1980 and 1990 populations are April 1 U.S. Census MARS populations; all others are July 1 populations. DPR is the dependency ratio, defined as the population ages 0-17 and 65 plus per 100 persons ages 18-64.

**Table 2-Beaver County Population Projections
By Selected Age Group as a Percent of Total, 1980-2020¹**

Age	1980	1990	1997	2000	2005	2010	2015	2020
0-4	12.6%	8.3%	8.6%	9.5%	10.6%	10.0%	9.0%	8.5%
5-17	23.6%	28.0%	23.1%	20.5%	20.1%	22.1%	23.3%	22.6%
18-29	16.1%	11.2%	18.2%	20.5%	18.5%	15.5%	13.9%	14.9%
30-39	10.6%	13.2%	12.4%	12.7%	14.4%	16.6%	15.8%	13.3%
40-64	23.1%	23.1%	23.4%	24.0%	25.4%	25.8%	27.7%	29.3%
65+	14.0%	16.2%	14.3%	12.8%	11.0%	10.1%	10.2%	11.3%
15-44	35.5%	35.6%	43.8%	45.0%	42.9%	41.8%	42.1%	41.3%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

0-4 Day care and preschool users.

5-17 In addition to after-school day care, all children must have access to tot lots, play fields, public schools and libraries for their development. Adolescents between the ages of 15-17 impact the higher schools, local transportation systems, public parks and recreational facilities.

18-29 Those individuals between 18-29 are college bound and/or entering the labor force. Access to employment, multifamily housing, restaurants, entertainment, recreation and even Laundromats is imperative.

30-39 In light of surging home prices, the 30-39 year age group represents the first time home buyers of the 1990's. Necessary proximate services include supermarkets, shopping centers, churches and banks. The desirability of the area hinges upon the perceived quality of schools, employment opportunities, and the surrounding housing values.

40-64 The 40-49 year old group will be in their prime earning and spending years and as a group represents the second or "move up" housing market. Access to the services listed above is necessary in addition to restaurants, cultural events and recreational opportunities. Persons in the 50-64 age group are well-established and usually do not make a change of residences until after retirement, if then. Cultural events, leisure recreation opportunities and commercial centers also attract person in this age group.

65+ The need for additional health care services on a daily basis usually draws seniors, specifically those over 75, to congregate to some form of care retirement housing. Research has proven that most people will choose to stay in their single-family homes as long as possible. Those who do move, however, seek smaller maintenance-free homes in communities where their grown children live. Golf course communities are becoming increasingly popular among the more affluent retirees. The sheer growth of persons 75 years of age or older takes on special significance because of this age

¹ Governor's Office of Planning and Budget website, www.qget.state.ut.us

categories relationship to health and social services in the planning area. Persons over 75 years of age are heavy users of the health care system and other institutional and non-institutional care services.

0-4 Age Group

The 0-4 age group in Beaver County represents the users of child care, preschool and parks. Mothers of children of all ages have continued to increase their participation in the labor force in order to meet escalating housing costs. This trend will continue, particularly where housing market prices are driven up from many buyers living outside the region. Given the already high proportions of young children in Beaver County, pressure for child care space and public parks will mount. The pressure for child care that families put on the marketplace is, and will increasingly be, perceived by employers, particularly those who depend upon a nonexpendable, highly skilled work force for whom child care is an issue. Policymakers, too, over time, will increasingly be pressured by constituents and advocates to adopt public action that will increase child care space.

5-17 Age Group

The 5-17 age groups roughly correspond to the "school age" years. Elementary school students are typically between the ages of 5-11. Children ages 12-13 attend junior high schools and those 14-17 are at the high school level. The population projections indicate that in 1990, 1,332 persons or 28 percent of the total population were between the ages of 5 and 17. In 1996, Beaver School District records show that 1516 students were enrolled for the year². Projections show the number of persons within this age category will increase to a total of 2,187 by the year 2020. However, this age group's proportionate share of the population will decrease from 28 percent of the population in 1990 to 22.6 in the year 2020 .

18-29 Age Group

In times past, if you were not married, with child, and living in your own home by 30, you were perceived as "different" from mainstream society. Today, the trend is to delay marriage until one's career path is well-defined and college is increasingly part of that process. Delays in earning capacity coupled with soaring housing prices prolong one's ability to attain the "American Dream." These trends impact Beaver County in two very important ways: (1) access to higher education; and (2) increasing demand for employment opportunities and affordable housing.

The estimated population between 18-29 years of age in 1990 was 536 persons with a projected total of 1,443 persons by 2020. As a percentage of the total population in 1990, approximately 11.2 percent fall into this age group, which is predicted to increase as a proportionate share of the population to 14.9 percent in 2020. The 18-29 age group plays a particularly important role in the shaping of Beaver County's future: namely, these young adults represent the future parents and educated professionals of Beaver County. However, this age category is characteristically "on the move," and will be drawn towards population centers offering higher education or areas considered "job rich." If there is an insufficient supply of

²Community Report Card, Beaver County School District, January 1997

employment opportunities, persons in this age category are more likely than persons in older age groups to seek more suitable locations. Because this age group contributes greatly to the total expenditures at fast-food chains, convenience stores, and entertainment centers--all tax revenue generating enterprises -- and, represents an invaluable source of semi-professional jobs, Beaver County should make every effort to secure its appeal among these individuals.

30-39 Age Group

Projections for the 30-39 age group suggest that between the year 1990 and the year 2020, this group will increase in total numbers from 627 to 1285. However, as a percentage of the total population this age category will only make up 13.3 percent of the total population by the year 2020. Realistically, today's home prices suggest that the majority of first-time home buyers will fall into this age group. According to information gathered from local sources, the average cost for a single-family home in Beaver County is currently from \$70,000-\$75,000.

Mathematically, first time single-family home buyers with 10 percent down (\$7,250), at 10 percent financing on a \$72,500 home (excluding tax and homeowners association fees), require an annual income of approximately \$22,900 to qualify (if no other consumer debt exists). The current estimate of the average household income is \$31,800--well above the qualifying index. Like many other communities in Southwestern Utah, the first time home buyers in Beaver County will typically be double income households comprised of individuals who have been working for some time - - those over 30 years of age.

As Individuals are increasingly being forced to choose between the County's desirable location or other areas that offer better employment or access to higher education the 30-39 age group will leave or bypass Beaver County and flood to other areas of the State and region that are both "job rich" and "housing rich."

40-64 Age Group

The population between the ages of 40 and 64 will increase from 1101 persons in 1990 to 2,834 in 2020. Persons in this age range are in their peak earning and spending years. For reasons discussed in detail above, the 40-49 age group constitutes Beaver County's future second or "move up" home buyers market. These buyers seek upscale housing with many extras. However, as that 73 percent of these persons will fall into the 50-64 age category, and have already purchased their "move up" home, the move up housing market will not be driven by the local population.

The 50-64 year old group generally have good health and are about as active as they desire to be. Income levels in this age category are generally 15-20 percent higher than the median income for all households. Beaver County must be committed to the development of community amenities in order to meet the leisure and recreational needs of this market segment. Weak retention efforts will facilitate these age groups to take advantage of intervening opportunities offered elsewhere in the region.

65+ Age Group

Within Beaver County, the growing number of elderly population should be of concern to health and service planners, and to the taxpayers. In terms of actual growth, the population of 65 or older persons will grow from 773 in 1990 to 1,090 by 2020. In actual numbers, this age group will grow 317 persons over the next 30 years. It is easy to generate worst case scenarios of disastrous impact on public funds for health care and social services and a reduced quality of life for families' older relatives. In this atmosphere of fear, even early retirees are seen as a potential burden on the community, a stigma that sometimes reinforces negative responses toward the aged.

In all, 11 percent of the Gross National Product (GNP) is consumed by health-care expenditures and growth of these expenditures has exceeded inflation rates. Those over age 65, who make up 11 percent of the population, account for one third of the total health care consumption in the U.S. In this general age category, those over 85 use hospitals at a rate that is 77 percent higher than those age 65-74 and 23 percent higher than those between the age of 75 and 84 (U.S. Senate Special Committee on Ageing, 1984). By the year 2020 only two percent of this age group's population is anticipated to be 85 years of age or older.

Although current research suggests that older Americans have financial assets and net worth far out of proportion to their population share, the County must be prepared to address the health care and housing needs of a growing number of elderly who may not be as financially secure.

Housing

The housing characteristics of the state have changed significantly over the past several years. Because of this, the Utah State Legislature has passed laws requiring local jurisdictions to identify housing needs and adopt goals which address those needs. Beaver County has goals and policies within its General Plan that encourage non-agricultural housing growth within incorporated areas and discourage non-agricultural residential growth in County areas. Currently work is being performed throughout the state to develop a model housing element for each municipal and county general plan. Beaver County will work to complete this work for the county within the parameters of the law.

The Housing Element will be considered a part of this General Plan and will be so cited upon approval and adoption.

Socio Economic Data

Socio-Economic Data provides information on the general "make-up" of the County's population. It relates family composition, age of the population, education attainment, household income and spending habits.

Household Size

According to the 1990 Census, the overall household size for Beaver County is 2.95 persons. The "owner occupied" household consists of 2.98 persons whereas the "renter occupied" household consists of 2.79. Four Censuses have revealed a consistent downward trend in the overall household size. The 1960 Census indicated a household size of 3.48 persons; the 1970

Census indicated a drop to 3.18 persons; the 1980 Census revealed another drop to 3.06; and the 1990 Census recorded another drop to 2.95 persons per household. No more recent information is available for household size.

Age

The median age in Beaver County, according to the 1990 Census was 29 years while the current median is 29.7. Over time this median age is expected to reflect a continued "maturing" of the resident population, which by 2020 will be 35 years of age. Though this trend indicates maturation, the influx of economic development in the County if continued may reverse that trend somewhat.

Education

Beaver County has a well educated population with 83.4 percent of the work force having graduated from high school. Additionally, nine percent of the population received bachelor degrees.

Employment

Some aspects of non-agricultural employment, have changed dramatically over the last 16 years. For example the construction industry has increased from 4.8 % of the total to 10% in that time period. Additionally, government employment has decreased though with great fluctuation from 34.3% to 31.4%. Another interesting factor is that, although it is a relatively small portion of the total to date, manufacturing has seen an increase from 2.9% to 4.7%. During the same time period and as in other areas of southern Utah mining employment has plummeted from 3.8% to 0.8%. The other sectors have experienced much smaller changes over the same time period³.

Agriculture

Agriculture is one of the mainstays in the economy of Beaver County. In spite of a relatively short growing season, both grazing and croplands are very productive. In the past efforts to develop foreign markets for cubed cattle feed produced in the County have met with success. The decade of the 1980s saw a steady growth in the market value of agricultural products sold. \$19.5 million in agricultural products were sold in 1987, as opposed to \$11.5 million in 1978, nearly a 70% increase. The majority of this growth has been in the area of livestock, poultry, and their products. The establishment of high intensity agricultural operations have been a focus of economic development activity. The County is viewed as an ideal location for large scale dairies and livestock operations. Additionally, the Circle Four Farms activities are expected to generate a total of 2,788 jobs if the highest amount of activity, based on four scenarios, is reached. In addition, nearly 500 supporting jobs are projected.

³ www.governor.state.ut.us/dea/, Governor's Office of Planning and Budget, Demographic and Economic Analysis

Wages, Income, and Poverty

The average annual wage in Beaver County for 1996 was \$18,310. This compares to \$17,292 for the state of Utah. A review of the distribution of total payroll wages among the non-agricultural sectors in Beaver County (4th Qtr. 1991) shows the largest shares accounted for by Government (34.7%) TCPU (32.9%), and Trade (12.5%). The TCPU share of wages is much larger than its share of employment as noted above, which indicates fairly high wage levels within this sector. The other sectors have relatively small shares of the total payroll wage, each commanding less than 5%. By 1996 the Government sector had decreased to 32.98, TCPU had decreased to 27.35, and trade had increased to 13.16 as a percent of total payroll wage⁴.

Per capita income in Beaver County for 1995 was \$15,522. This figure is 98.2% of the state average, which was \$15,803 for the same year. It has been estimated that the percentage of poor in Beaver County in 1993 (most current data available) was 13.2% which is down slightly from a 1989 figure of 13.4%. This compares to a district rate of 11.2% and a state rate of 11.4%. Per capita income in the county is characterized by relatively high incomes in the transportation, utility, and governmental section, being offset by lower incomes in the service industries.

Construction Activity

During the 1980's Beaver County saw grand highs and dismal lows in the level of construction activity as gauged by the total value of permit-authorized construction. 1981 was a banner year with construction valued at \$5,592,300. In contrast, by 1986 the value of construction had fallen to \$745,100, a mere 13% of the 1981 level. Since 1986, however, the level of construction activity has risen each year, with 1990 reaching a year end total valuation of \$2,590,400. In 1995, total construction activity grew to 6.2 million which more than doubled the previous years activities.

Gross Taxable Sales

During the 1990-91 fiscal year gross taxable sales in Beaver County amounted to \$36,367,000. Between 1980 and 1991 taxable sales have fluctuated between a low of \$16.8 million in 1983-84 to the high in 1991. With the exception of the 1990-1991 figures, trends would indicate that the County's gross taxable sales can be correlated to the State and Nation's periods of economic growth and recession. The dramatic increase in the gross taxable sales during 1990-91 are due to the newly developed highway services adjacent to Interstate I-15, with the unincorporated part of the County and Beaver City seeing the most overall growth. Since the early 1990s, the rate of increase of gross taxable sales has remained on a steady increase. The figures by year are listed below⁵ in millions of dollars. This among other factors is a good indication of the County's improving economic vitality.

⁴ Utah Department of Workforce Services, Annual Report of Labor Market Information, 1996

⁵ Governor's Office of Planning and Budget, Economic Report to the Governor, 1998

1992	1993	1994	1995	1996	1997e	1998f
30.0	30.2	34.6	36.4	41.9	45.2	47.9

(e)=estimate, (f)=forecast

Household Shopping Characteristics

Few changes have occurred in the shopping patterns of Beaver County residents, as most residents commute to Cedar City and St. George to purchase retail products. These factors may change as Beaver County continues to increase its economic base.

Household Economic Characteristics

The average household income for Beaver County, based upon the 1990 Census was \$21,092. A 1993 Census estimate lists Beaver County household income as \$25,754, while a 1998 estimate shows an average income level of \$31,800⁶. This coupled with an increase in economic development efforts is a good indication along with housing value estimates (below) that the economy vitality of Beaver County is increasing.

According to the 1990 Census, an owner vacancy rate of 4.4 percent and a rental vacancy rate of 27.9 percent existed. The unusually high rental vacancy rate may be the result of survey respondent's which included motel rooms as available rentals.

Based on information gathered from the Housing Authority, local title company and home dealers in the area the average housing value during 1996-1997 was from \$70,000 to \$75,000. Using the 1990 census figure for median value* of a residence in the County of \$51,200 as a comparison, it is clear that housing value in the County is increasing. (*Census median value is based on the owners interpretation of what his housing would sell for if placed on the market.)

Community Facilities

Constructive programming and cooperation between appropriate agencies has enabled Beaver County to provide the County-wide facilities in this overall development. Agencies such as the various utility companies, the various school districts, municipalities, and others have assured the provision of facilities.

Utilities

Beaver County is serviced by several utility companies. Electrical services are provided to Milford, Minersville, and all the unincorporated areas of the County by Utah Power and Light Company. Beaver City Corporation operates its own municipal electrical utility. Natural gas service is now available to Beaver City, Milford, and Minersville, and is provided by Mountain Fuel Corporation. Domestic water service to the three municipalities within the County is provided by public water systems; the unincorporated villages obtain water primarily from

⁶U.S. Department of Housing and Urban Development

individually owned wells. Telephone service is provided by U.S. West Communications in and around Beaver City and by the South Central Utah Telephone Association in and around Minersville and Milford. "long Distance" service is handled by a variety of companies. Beaver and Milford are serviced by municipal sewage systems. Beaver City's sewage treatment plant has a capacity of 256,000 gallons per day, with a present peak demand of approximately 178,000 gallons per day, or approximately 70% of capacity; Milford's sewage treatment plant has a capacity of 240,000 gallons per day, with a present peak demand of approximately 180,000 gallons per day, or approximately 75% of capacity; and, Minersville's sewage treatment plant has a capacity of 81,000 gallons per day, or approximately 38% of capacity. The remainder of the County relies on individual septic tanks and drain fields.

Surface Water and Storm Drainage Systems

No adequate surface water of storm drainage systems have been constructed in the municipalities or villages of Beaver County as of date.

Solid Waste Management

Solid waste collection and disposal, for the county, is currently handled by contract with a private company. Currently a class four landfill is operated in Milford and a class 1 landfill is operated in Beaver City.

School District

Public education is administered in Beaver County by the Beaver School District. The district oversees the operation of three elementary schools (K-6) in Beaver City, Milford and Minersville, and two high schools (7-12) in Beaver City and Milford.

Enrollment in the district at the start of the 1980-81 school year was 1,058. By 1992 enrollment had increased to approximately 1,395 students and by 1996 it had reached 1,516. The school age population is expected to continue to increase⁷ as a result of employment opportunities in the County. Due to increases in the number of high school age individuals, new high school facilities were constructed in Milford and Beaver City. Additional facilities, whether they are expansion of existing facilities or construction of new facilities are needed within the life of this plan, if current trends continue as are indicated.

Enrollment as a percentage of total population was 24.2% in 1980. By 1990 the percentage reached a high of 28%, while the percentage is expected to decrease to 22.% by 2020. Giving one indication that the county's population is growing older.

Libraries

Beaver County does not provide library services directly, but does participate in financing the operation and maintenance costs of municipal libraries. There is one library in each of the three

⁷ Employment and Population Impacts of Circle Four Farms: Four Development Scenarios, Governor's Office of Planning and Budget, Demographic and Economic Analysis .

incorporated communities. The Beaver City library has over 6000 volumes, the Milford library has over 5000 volumes, and the Minersville library has over 4000 volumes.

Health Care and Medical Facilities

Health care is provided by community health professionals and regional public health professionals (the Southwest Utah District Health Department). There are two hospitals and two medical clinics, one of each located in Beaver City and Milford. There is no comprehensive mental health center in the County, although mental health services are available to county residents through a regional agency.

The Beaver Valley hospital, located in Beaver City, offers the following services: X-ray, physical therapy, social services, dietary services, home health care, outpatient services, an intensive care unit, and ambulance service. The professional staff consists of 3 physicians, 6 registered nurses, and one L.P.N.. The support staff consists of 3 X-ray technicians, 3 medical technologists, and approximately 34 other individuals. The capacity of the hospital is 20 acute care beds and 16 long term care beds.

The Milford Valley Memorial hospital, located in Milford, offers X-ray and laboratory diagnostic services, cardiac care, and limited emergency and trauma services. The hospital's capacity is 34 beds, 14 of which are for acute care. There are at present no intensive care unit classified beds, but most of the required intensive care equipment is available. The professional staff consists of 2 physicians, one physicians assistant, and 12 nurses. There is a support staff consisting of 48 persons. The services of a respiratory therapist and the Home Health Agency are also available to residents.

The Public Health Department, located in Beaver City, offers a wide range of services which include immunizations, epidemiology, environmental health, cancer screening, WIC program, HTN screening and teaching, well child assessments, school nursing services, STD program, and general health department services. The staff consists of one registered nurse.

Emergency Services

The Beaver City area ambulance/paramedic service consists of 16 volunteer registered EMT's and 2 ambulances. Life-flight service to Salt Lake City medical facilities is available at the Beaver Municipal airport.

The Milford area ambulance/paramedic service consists of 12-15 volunteer EMT's and one ambulance. Life-flight service to Salt Lake City medical facilities is available at the Milford Municipal airport.

Fire Protection

Beaver County is divided into two fire districts. One district encompasses the western part of the County and includes Milford and Minersville, and the other district covers the eastern part of the County and includes Beaver City as far west as the Minersville Reservoir.

The Milford City Fire Department has 3 pumpers and full personal turn-out gear for the firefighters. The department is comprised of between 25 and 30 volunteer firefighters. The department's level of proficiency was demonstrated when, in 1986, it received the Governor's Award for fire protection. Fire protection in this part of the County is supplemented by the Minersville Fire Department, which is comprised of approximately 10 volunteers. and two trucks.

The Beaver City Fire District is served by a full-time fire chief and 20 trained volunteers. The department has 2 pumper trucks, one rescue truck, and 2 brush trucks. The department received the Utah IAU Best Volunteer Fire Department Award for 1986.

Law Enforcement

Residents of Beaver County are served by the Beaver County Sheriff's Department, the Minersville Town Marshall, and the Utah Highway Patrol.

The Beaver County Sheriff's Department consists of a Sheriff and 13 full-time deputies⁸, all of whom are certified peace officers. Their training and duties cover all facets of law enforcement from routine traffic control to criminal investigation. Continuous training is available to assist in upgrading the skills of the department. Deputies are assigned to strategic locations in the County, which serves to minimize response time. The average response time is less than 15 minutes. To assist in responding to emergencies or other needs, the department is staffed with 4 fully-trained dispatchers. The department is in constant communication with other law enforcement agencies.

Beaver City and Milford contract with the Beaver County Sheriff's Department for Law Enforcement, while Minersville has a Town Marshall who serves as a deputy sheriff.

The Utah Highway Patrol has 5 full-time troopers stationed within Beaver County. They are certified and trained police officers with state-wide jurisdiction. Each trooper has assigned to him a police vehicle which is fully equipped. Their basic assignment is traffic enforcement within Beaver County.

The law enforcement agencies within the County are supplemented by representatives of the Division of Wildlife Resources and the department of State Parks and Recreation.

Currently the Beaver County jail has six cells and 12 beds, however, a new County Jail facility is being built within Beaver City's Industrial Park which will have a capacity of 197 beds. The jail is expected to be completed by July 1998.

Public Parks and Recreation

Beaver City has 3 city parks and a 9-hole golf course. Milford has 2 city parks and a 5-hole course. All three incorporated communities have swimming pools. Beaver City has tennis facility with 4 courts. Each of the communities has rodeo and/or racetracks facilities.

⁸ Beaver County Sheriff's Department

Boating, camping, water-skiing and fishing are available at the Minersville State Park and Reservoir. Other public recreation opportunities such as hunting, fishing, riding and hiking are available on Forest Service and BLM lands throughout the County. Recreation programs in the County are centered primarily around the schools and churches, most of which sponsor athletic and cultural recreational programs.

The privately owned Elk Meadows ski resort offers excellent alpine skiing opportunities, and draws visitors from as far away as Salt Lake City and Las Vegas.

Transportation & Circulation

Beaver County is well situated for convenient access to major population centers of the intermountain west and the southwest United States due to the siting of the interstate highway system. Interstate Highway I-15 passes through the eastern part of the County and Beaver City, the county seat. It is the main traffic route to points north and south. Salt Lake City is located 210 miles to the north, and Las Vegas is 220 miles to the south. Interstate Highway I-70, which provides access to points east, joins I-15 approximately 20 miles north of Beaver City at the Beaver-Millard county line. The principal cities in the county - Beaver, Minersville, and Milford - are connected by Highway 21, which continues westward to Nevada and the Great Basin National Park.

The circulation system within Beaver County is administered by a variety of agencies. The Federal Highway Administration and the Utah Department of Transportation share jurisdiction over the interstate and U.S. highways. UDOT administers state highways, and Beaver County administers the county roads. Other lesser, unimproved roads are administered by the BLM and the Forest Service.

Railroad

The Union Pacific Railroad has a main line which passes through Milford and the central part of the County in a north-southwest direction. The line establishes a direct link to Salt Lake City and Los Angeles. The railroad potentially has great implications for economic development within the area.

Bus Transportation

Beaver City has daily bus service to points north and south. The service is provided by the Greyhound-Trail ways Bus Lines.

Freight Trucking

Beaver County is served by most of the major trucking lines, including Yellow Freight, Consolidated Freightways, ANR Freight System, Motor Cargo, Uintah Freightways, and other firms with terminals located in southwest Utah.

Airports

Airports are located at Beaver City and Milford City. The Beaver Airport encompasses an 800-acre site four miles southwest of Beaver. It has a paved runway 4,500 in length. Tie-down facilities are available. Although there is no regular air service, charter service is available through Skywest Airlines and Alpine Air. The Milford airport is on a 469-acre site north of the city. There is a 5,000 foot hard-surfaced runway with an airport hangar and office space. Courtesy car transportation is furnished and aviation fuel is available.

County Administration

Beaver County is administrated by a commission consisting of three elected members, one of whom serves as chairman. The administrative functions of the County are centered in the Beaver County Courthouse. This 10,000 square foot facility was constructed in 1975 at a cost of \$555,000.

Land Use & Growth Management

For the purposes of this Element, several new terms have been used:

"Municipal Growth" refers to a predominance of areas which are currently incorporated and exhibit one or a combination of the following:

- Intensive use of land for buildings and structures;
- High percentages of impermeable surfaces;
- Incompatibility with the primary use of the land for production of food, other agricultural products, or fiber, or the extraction of mineral resources;
- Need for governmental facilities and services such as :
 - streets, roads, highways, sidewalks, street and road lighting systems, and traffic signals
 - domestic water systems
 - sanitary sewer systems
 - storm sewer systems
 - park and recreational facilities
 - schools
 - fire protection and suppression
 - law enforcement
 - public health
 - education
 - recreation
 - environmental protection
 - other governmental services, including power, transit, and libraries

"Characterized by Growth" refers to developed or developing areas;
Land located in relationship to a developed or developing area with growth as to be appropriate for municipal growth.

The term "growth management," over time, has come to represent local government plan implementation strategies designed to affect one of the following attributes of new development: amount; location; type; density/intensity; quality; rate and timing; fiscal impact; need for adequacy and availability of public facilities and services. Growth management systems employed nationally have "mixed and matched" these objectives depending upon local circumstances, legal authority and specific comprehensive plan objectives. Frequently local governments have been concerned about only one of the above mentioned attributes of new development.

Each of these attributes can be addressed using one or more specific growth management implementation techniques. Managing growth does not mean stopping change or closing the door on new residents or employment and job creation. Properly designed and implemented, a comprehensive growth management system should provide a framework that enables local governments to balance and accommodate diverse and competing physical, economic and social interest while ensuring the quality of life in the region.

In most cases, growth management systems include "timing" and "sequencing" elements to insure that growth is properly assimilated into the County over the life of the General Plan.

The growth Management System for Beaver County

The growth management system for Beaver County will consist of four (4) interrelated techniques which operate at varying levels of detail. The techniques are :

1. Delineation of a long-term "growth boundaries" (GB) designed to separate developed, developing and potential future developing areas of Beaver County from permanent rural, natural resource and environmentally sensitive lands;
2. Delineation of "tiers," and joint planning areas within the growth boundaries designed to achieve orderly growth, build-out and provision of public facilities and services; designation of Joint Planning Areas shall be negotiated with the cities within Beaver County, on which the County and the Cities, shall develop consistent plans.
3. Concurrence (or adequate public facility) requirements by which individual development proposals are reviewed to ensure that necessary public facilities and services, at adopted County level of service (LOS) standards are available and to ensure that such development does not contribute to or promote sprawl development patterns; and
4. Impact fees and other financing and regulatory measures to ensure that new development contributes its "fair share" towards the additional public capital expenses that will accrue as a result of such development.

1. Growth Boundaries

A growth boundary (GB) will separate areas suitable for municipal growth from areas which are unsuitable for municipal growth but, perhaps, suitable for other uses. By discouraging growth in outlying areas while encouraging or facilitating growth in existing, developed areas, the GB will channel development (and public facilities and infrastructure) into those areas most suitable for municipal densities. The GB may then be subdivided into "tiers for the application of more detailed standards and criteria.

Growth strategies based upon geographic delineations can be either short-term, for example, based on public facility capacities which can be increased through infrastructure investment, or long-term, where the objective is to establish a permanent framework for growth in the community. This Plan includes the use of both methods. The adoption of a long-term geographic management system will be done through the establishment of a perimeter or a boundary beyond which no municipal scale development is presently contemplated. This boundary will be incorporated into the Growth Management Element of the General Plan and should not be changed absent compelling reasons. It is intended to be a fixed boundary for the life of the Plan. Because of the significance of this boundary on both the public and private sectors, delineation of the Growth Boundary should be accomplished in a careful, thoughtful

manner, utilizing available planning studies and data, relying on policy directives by the Planning Commission and the Board of County Commissioners, and capable of being justified and supported according to quantitative and qualitative standards and criteria. In addition, planning studies will demonstrate the adaptability of areas within the GB to the extension of public facilities and services such as streets, sewers, water, and the inability or undesirability of servicing areas beyond the GB. The Land Use Element and Growth Boundaries Map will ensure that the delineation of land use categories within and outside of the Growth Boundary are consistent with the purposes and intent of the GB as set forth herein. Implementing regulations will then be adopted which limit development outside the GB to more rural uses and densities which do not require the provision or extension of municipal facilities and services.

Growth areas should be of sufficient size to accommodate only the municipal growth projected to occur over the succeeding 20-year planning period, taking into account the following considerations, which will influence the amount of land which must be designated for municipal growth:

- land with natural constraints, such as critical areas (environmentally-sensitive land);
- agricultural land to be preserved;
- greenbelt and open space;
- the classification of corridors, centers and nodes of non-residential development activity;
- maintaining a supply of developable land sufficient to allow market forces to operate and to preclude the possibility of a land monopoly, but no more than is absolutely essential to achieve the above purposes;
- existing projects with development potential at various stages of the approval or permitting process (i.e., the "pipeline");
- land use patterns already created by existing subdivisions, recorded plats or large lot divisions; and
- build-out of existing development and areas which are currently only partially built out.

The following factors will be considered in determining the precise location of growth area boundaries:

- geographic, topographic, and manmade features;
- public facility and service availability, limits and extensions;
- jurisdictional boundaries including special improvement districts;
- location of designated natural resource lands and critical areas;

Designation of the Beaver County GB will provide the following advantages to the County:

- encourage an efficient development pattern
- avoid the unnecessary and premature consumption of land that cannot be developed efficiently
- provide a strategic focus for capital investments and the extension of public facilities
- maintain fiscal integrity by encouraging the utilization of existing transportation systems and other public facilities and services
- enhance the County's tax base

- encourage the development of local job opportunities
- protect and preserve natural and environmental features
- enhance the County's ability to provide a comprehensive open space/trail system
- provide certainty in the development approval process by mapping, in advance, those areas where public facilities are and will be made available at adequate capacities in the near future and those areas in which public facilities and services are not planned to be extended
- facilitate development by providing sufficient development sites with zoning densities appropriate to support anticipated population and employment increases.

2. Tiers

The Beaver County GB will be refined further by defining growth "tiers", which further delineated subareas within the GB and which, therefore, allow for more specific application of density regulations, impact fees, concurrence requirements and environmental considerations (see Tier & Circulation Maps for the County and incorporated communities, pages 48-52). A principal tenet of the "tier" system is the geographic and functional division of the planning area into subareas ("tiers"). The functional planning area concept recognizes that different areas of the County present different problems relating to growth and development.

The "tier" framework for growth management allows for major issues to be addressed on a community-wide basis and on a smaller scale, this aids both the County and Cities in the planning area for future growth and in understanding the interrelationships between, and implications of, varying growth policies, goals and implementation techniques. A breakdown into functional and geographic areas allows the County to describe goals and objectives for each area, to evaluate market forces and growth trends selectively for each area, and to consider implementation techniques that are specific for, and responsive to the needs of, each area. Thus, goals that would be competing or conflicting when applied uniformly throughout the entire GB can be harmonized when viewed selectively by subarea.

The fundamental premise of the tier delineations is that the County can be divided into geographical subunits based upon functional distinctions. This is quite different from a division of a city into neighborhoods or community planning areas which have no basis in the growth management strategy individually since their boundaries respond to data collection units, streets, topography and other criteria rather than to the area's function within the planning area. The functional delineations of the tier system, however, do relate strongly to the goals and objectives to be achieved through the growth management system.

The Beaver County growth management system recognizes the concepts of "growth" areas and "limited growth" areas. Tiers within the growth area are designated as "developed," "Planned Developing" and "Future Developing." The tiers within the limited growth area are "Rural".

The Developed tier includes those areas which are undergoing active development and which are presently served by public facilities. The Planned Developing tier represents "new" growth areas (i.e., areas which may exhibit some existing development, but which are not served by the full range of necessary public facilities and services). Targeted areas would include transportation corridors, negotiated joint planning area, development "nodes," or activity

centers. Growth in these tiers must be sensitive to compatibility and fit with the type and intensity of existing development, relying upon use of such techniques as:

- sliding scale buffering and screening requirements based on adjacent use considerations
- performance standards
- height and bulk limitations
- provision of open space
- flexible front, side and rear yard requirements
- protection of natural resources and environmentally-sensitive lands

The developed area (Tier 1), should be delineated on the Tiered Growth Map as currently incorporated city boundaries.

The Planned Developing area (Tier II) should also be delineated on the Tiered Growth Map. This area is already characterized by some municipal growth that will be served by a combination of both existing public facilities and services and any additional needed public facilities and services that will be provided by either public or private sources and meets the following criteria:

- Logical capital improvements phasing would occur over a 10-20 year time horizon
- No public sewer expansions should be approved
- Road design does not meet ultimate capacity standards; no frontage roads
- Water quality/supply is poor
- Large tracts of undeveloped areas remain
- Potential sending area for transfer of development rights

The future Developing area (Tier III) is designated on the Tiered Growth Map) as those areas which, related to long range planning and capital improvements, may at some point be considered for incorporation. Various techniques may be used to ensure that all property owners have reasonable use of their land within a reasonable period of time; these may include, but are not limited to, the following:

- conservation easements;
- preferential tax assessment;
- cluster housing, utilizing the presently authorized number of units;
- planned unit development transfer of development rights;
- purchase of property;
- open space corridor designation;
- greenbelt designation;
- other innovative techniques.

The Rural area (Tier IV) is intended to be a permanent rural density development area. Rural areas, designated on the Tier Map, should meet the following criteria:

- Predominately rural/agricultural in use
- Sensitive lands, appropriate for protection as open space
- Lack of public facilities

- logical extension time of greater than 15 to 20 years
- existing/planned septic systems
- Distance to existing municipal areas
- Lack of appropriate access to highway system

The delineation of the GB and tiers will help create a pattern of development for Beaver County with the following attributes:

- a compact and efficient development pattern with phased developing areas supporting growth of varying density/intensity;
- maintenance of the vitality of existing centers and "nodes"
- maintenance of the existing community and local identity;
- preservation of areas for rural use;
- creation of new centers and corridors with a mix of jobs and housing;
- definition of economic activity centers
- phasing of development over time consistent with the availability of public services and facilities;
- protection of flood plains;
- creation of regional open space/greenbelt system;
- retention of most hillsides in limited uses

Transportation corridors are designated areas that, due to planned transportation improvements and existing infrastructure, will be target for future growth within the tier framework. Transportation corridors may be separately mapped to overlay the tier delineations. Some transportation corridors will pass through more than one tier and therefore may require the use of differing techniques.

The transportation corridor, by establishing a framework for the consistent linkage of transportation facilities and land uses, facilitates joint development. Within the transportation corridor concept the exercise of the power of eminent domain to acquire land for joint public-private development serves a number of important public purposes. Effective utilization of the transportation corridor concept provides the public sector with significant public purposes and revenue generation.

The transportation corridor reflects a far broader concept than a mere highway system, both in terms of geographic configuration and function. The corridor is a mapped area whose central focus is a proposed or existing transportation facility, including, but not limited to a section of the state or interstate highway system. The boundaries of the transportation corridor will be established, based upon sound planning and study, to include not only all rights-of-way necessary to meet projected facility demands but also the entire area which is deemed to be impacted by the facility at its ultimate capacity. Functionally, the transportation corridor is more than an area between two points used for the movement of people and goods. Each corridor can be a nexus for major commercial, industrial and/or high density residential development.

3. Adequate Public facilities (Concurrence)

the adequacy and availability of public facilities and services to support growth and development has become a key issue in most areas, both because of the financial implications

as well as the effect on the timing of development. While the delineation of growth boundaries addresses this issue in part, it does not do so on a case-by-case basis as development proposals are submitted and considered. A concurrence system requires that prior to the issuance of a development permit, the applicant must demonstrate that all necessary public facilities and services are available and at adequate level of service (LOS) standards.

The "adequacy" requirements provides that, for a development project to be approved, infrastructure must conform to level of service standards established in the General Plan.

The availability requirement establishes where needed public facilities or public facility capacity is indeed available for use by the proposed development. Unlike other resources which are sometimes used to measure carry capacity, infrastructure capacity is not static. It is increased as new capital improvements are added, and, it is decreased as other development comes on line. Development approvals can be denied deferred or recommended for phasing in order to keep infrastructure capacity and utilization in proper balance.

A key component of any concurrence management system is the determination of which public facilities are included and where they should be applied to all types of development.

Levels of Service can be adopted by the County for public facilities even if the County is not the service provider who is responsible for provision of those facilities.

4. Impact Fees and Financing of Capital Facilities

The financial implications of new growth have led many communities to adopt impact fees and other taxing and regulatory financing systems . Impact fees are a regulatory police power mechanism whereby the capital cost of a cities need to support new development are funded on a prorate basis by such development. Courts in many states, including Utah, have judicially approved the concept of impacts fees os long as various legal and constitutional requirements are met. Those requirements include procedural due process, substantive due process, equal protection and "earmarking." The later requirement insures that money collected from the payment of impact fees will be segregated from other County funds and used only for the purpose for which it has been collected. The constitutional standard for impact fees has generally been described the "rational nexus" test. The test has two parts: (1) that the need for the public facility or public facility expansion is the direction result of the proposed new development; and (2) that the proposed new development will benefit from the provision of the public facility.

Growth Management Goals and Policies

Goal 1: To create a regional growth pattern which supports the continuing economic vitality of Beaver County, and builds on natural and cultural amenities, provides choices of municipal and rural lifestyles, and is cost-effective from a service provision standpoint.

Policy 1.1 The Land Use Element shall support infill development to maintain the continuing viability of existing developing areas. During the time period of this General Plan, development shall be encouraged to occur within the developing (Tier I), negotiated Joint Planning/ Expansion and Planned developing (Tier II) areas. Development may occur in these areas as designated on the Tier Map.

Policy 1.2 The outward expansion of development shall occur in conformance with the policies of this Land Use Element and policies for the Joint Planning/ Expansion area.

Goal 2: To establish growth areas and growth boundaries for Beaver County to facilitate growth in established developing areas and to promote the adequate and timely provision of public facilities and services (see Tier Maps, page 48-52).

Policy 2.1 To designate growth areas for Beaver County based upon consideration of the following criteria:

2.1.1 Size -- growth areas must be of sufficient size to accommodate growth projected to occur over the succeeding 10 year period taking into account the following:

- a. land with natural constraints, such as critical areas (environmentally sensitive land);
- b. agricultural land to be preserved;
- f. land use patterns created by existing approved subdivisions, plats or large lot divisions;
- g. build-out of existing development and areas which are currently only partially built out.

2.1.2 Boundaries -- any of the following may be considered in determining the location of growth area boundaries:

- a. geographic, topographic, and manmade features;
- b. public facility extension and service availability, limits and extensions;

- d. location of designated natural resource lands and critical areas;

Policy 2.2 The County may also consider the following factors when establishing the Tier Growth Boundaries:

- 2.2.1 the carrying capacity of the land, considering natural resources, agricultural land and environmentally sensitive lands;
- 2.2.2 population and employment projections;
- 2.2.3 financial capabilities and community service capacities;
- 2.2.4 consistency and compatibility with local and regional plans;
- 2.2.5 the existing land use and subdivision patterns.

Goal 3: To provide for the appropriate timing of development within the Tier Growth Areas in accordance with the provision of adequate public facilities and services through the creation of growth "tiers".

Policy 3.1 Beaver County shall designate "tiers" within the growth area to discourage sprawl and leapfrog development and to encourage the provision of adequate public facilities and services concurrent with development, as follows:

- 3.1.1 developing Area (i.e., areas already characterized by growth that have existing public facility and service capacities);
- 3.1.2 Joint Planning Area/ Expansion(i.e., Cities and Towns and the surrounding areas which are considered appropriate for future Annexation.
- 3.1.3 Planned developing Area (i.e., areas already characterized by growth that will be served by a combination of both existing public facilities and services and any additional needed public facilities and services that are provided by either public or private sources).

Policy 3.2 The County shall also designate the following tier for the preservation of rural/environmentally-sensitive land outside municipal growth areas.

- 3.2.1 Rural/Agricultural (Tier IV)area (i.e., areas characterized by ag/rural development or environmentally sensitive lands not presently served or served in only a limited way with public facilities and which is expected to retain this development pattern over the life of the General Plan).

Policy 3.5 When development is proposed for a Rural/Agricultural area, the County may consider the following issues prior to approval:

- 3.5.1 Available facility or service capacity.;
- 3.5.2 Effect of the proposal on the character of the community or neighborhoods surrounding the proposed site;
- 3.5.3 The need for additional land areas of development to meet the needs of anticipated population and employment growth, based upon the projections of the Utah Office of Planning and Budget; and
- 3.5.4 Consistency with other policies of the General Plan.

Policy 3.6 The developing area should relate closely to the County's capital facilities plan; growth in the developing area shall be sensitive to compatibility and fit with the type and density of existing development.

Policy 3.8 Specialized development may be approved within the developing, planned and future developing tiers provided that any such approval shall include a phasing plan to ensure that the development is timely served by adequate public facilities and services in accordance with the policies set forth herein.

Policy 3.9 Beaver County may establish differential levels of service and impact fee systems which may apply lower fees to property located in Tier I based upon the greater deficiencies of Levels of Service in this tier and to reflect the existence of facilities and services. Fees may apply to property located in Tier II based upon the increased need for new facilities and services which are generated by the development.

Goal 4: To delineate the areas of Beaver County which are developing and in which development should be encouraged.

Policy 4.1 The County shall designate certain areas of Beaver County as developing (Tier I) areas.

Policy 4.2 Tier I areas are those areas where municipal development exists and is occurring. New development in Tier I may be approved if consistent with the land uses shown on the Tier and Circulation Maps, if services are available at the appropriate levels and if other General Plan policies and development regulations are satisfied.

Policy 4.3 Development, for purposes of this General Plan, includes the following residential land use categories: Medium Density Residential, High Density Residential, and Special Provision Residential; and the following non-residential land use categories: commercial, industrial, public and recreational uses.

Policy 4.4 developing areas are intended to provide a balance of land uses, including sufficient commercial area to meet the needs of community residents for neighborhood commercial uses.

Policy 4.7 developing areas shall be served with all necessary public facilities at established service levels, as defined in Goal 10.

Goal 5: To delineate the portions of Beaver County which are planned developing and in which development will occur if needed public facilities and services are available.

Policy 5.1 To designate certain areas of Beaver County as Planned developing Areas (Tier II).

Policy 5.2 Tier II Areas are those areas which are characterized by some development, but which are experiencing, and are likely to continue to experience, additional development. Prior to the build-out of Tier I, new development in these areas may be approved at 50% of the density otherwise allowed if consistent with the land uses shown on the Tier and Circulation Maps and provision of off- and on-site facilities is available, if other policies of the General Plan and the development regulations are satisfied. If adequate off-site services are not available, new development in these areas may be approved at 25% of the density otherwise allowable by this Policy, utilizing mandatory clustering provisions until concurrence is achieved. The balance of development may be constructed after the parcel is reclassified in Tier I.

Policy 5.3 Development in the Planned developing Area, for the purposes of this General Plan, include the following residential land use categories: Low Density Residential and Medium Density Residential; and the following non-residential land use categories: commercial, industrial and recreational uses, in accordance with the General Plan policies and development regulations.

Policy 5.5 All development in Tier II shall be provided with adequate public facilities at established level of service standards.

Goal 6: To delineate the portions of Beaver County which will be designated as future developing areas which may be considered for future incorporation in accordance with long-range land use planning and capital improvements programming.

Policy 6.1 The County shall designate future developing areas of Beaver County as Future developing (Tier III) in which public facilities and service are not envisioned to be provided within the time frame of the current Capital Improvements Program.

Goal 7: To delineate the portions of Beaver County which will be designated as rural/Agricultural and in which opportunities will be provided for rural/Agricultural development with appropriate land uses, at appropriate densities, and with appropriate services.

Policy 7.1 The County shall designate certain areas of Beaver County as Rural/Agricultural (Tier IV) areas.

Policy 7.2 Rural development areas are those areas where development of a municipal character has not occurred and is not anticipated to occur, but where development at rural intensities has occurred or is planned. New development in these areas may be approved if consistent with the land uses shown on the Tier and Circulation Maps and if other policies of the General Plan and the development regulations are satisfied.

Policy 7.3 Except as may otherwise be provided by State law, or by the General Plan policies or development regulations, land use in Rural/Agricultural areas shall be limited to rural residential or Agricultural development.

Policy 7.4 All development in the Rural areas shall be provided with services and facilities at established rural service levels.

Policy 7.5 The location, use and intensity of development shall be designed to avoid impacts on agricultural operations and the right to farm. The Beaver County Zoning Ordinance shall assure that the owners of agricultural land have a continuing right to farm their property free from nuisance claims from non-compatible uses.

Goal 8: To insure that the plans and policies of the County, the Cities and Towns or other "affected entities" are compatible and in conformance with the Beaver County plan.

Policy 8.1 The County shall negotiate the designation of certain areas of the County as (Tier II) Joint Planning/ Expansion Areas, in which the County, Cities, or Towns shall develop plans which are consistent with all planning entities plans.

Policy 8.2 The joint planning process shall be undertaken in two steps:

8.2.1 The County, Cities, and Towns shall create an interlocal agreement which establishes the process and subjects of the joint planning negotiations. This agreement may include provisions naming negotiators, identifying services and facilities to be discussed, and any other appropriate issue;

8.2.2 When the negotiations have been completed and agreed to by both parties, the proposed joint plan will be subject to the General Plan amendment process of both the City and the County. This shall include all statutory notice and public hearing requirements and any other matters as indicated in the General Plan.

8.2.2 Additionally, the tier Growth Boundaries shall not be adjusted any more often than once every five years and then with the concurrence of the County and any affected city or town.

Policy 8.3 The need for joint planning may be based upon the following factors, among others:

- 8.3.1 contemplated changes in municipal and special purpose district boundaries;
- 8.3.2 the likelihood that development, the provision or extension of capital improvements, or land use regulations will have significant impacts across a jurisdictional boundary;
- 8.3.3 how public facilities and services are and should be provided and by which jurisdiction(s).

Goal 9: To establish Development Regulations which include a variety of growth management techniques to implement the goals and policies of the General Plan.

Policy 9.1 The County may consider appropriate development proposals to implement the General Plan. Growth management techniques which may be included in the regulations are:

- 9.1.1 Transfer of Development Rights
- 9.1.2 Joint Public/Private Development
- 9.1.3 Agricultural Preservation techniques, including:
 - a. developmental easements
 - b. agricultural zoning
 - c. lease of development rights
 - d. purchase of development rights
 - e. buffering agricultural uses from development
- 9.1.4 Land Banking
- 9.1.5 Capital Improvement Programming
- 9.1.6 Concurrence Management
- 9.1.7 Impact Fees and Financing Techniques
- 9.1.8 Environmental Controls
- 9.1.9 Subdivision Regulations
- 9.1.10 Zoning Regulations
- 9.1.11 Appropriate Tax and Fee Systems
- 9.1.12 Annexation Policies
- 9.1.13 Other appropriate techniques

Policy 9.2 The County may consider requests for a reduction in assessed valuation in exchange for the contribution of conservation easements pursuant to the Utah Land Conservation Easement Act, Section 57-18-1 et seq. of the Utah Code.

Policy 9.3 In rural and agricultural areas of Beaver County, the County may encourage the clustering of single-family dwellings together in areas of other than prime farmland in order to preserve prime farmland and natural amenities, and to provide housing opportunities for family members and other persons involved with agricultural operations on the site. Such regulations may include

appropriate deed restrictions designed to preserve the agricultural character of such property.

Goal 10: **To provide for organized, coordinated and efficient planning, funding, construction and improvement of infrastructure, at locations consistent with planned land uses and with capacities that are adequate to meet the needs of those planned land uses.**

Policy 10.1 The County shall define level of service standards for public facility adequacy for planned developing and future developing areas based on the capacity per unit of demand or on the operational characteristics of the facility, as shown in the following Table:

FACILITY/ISSUE	ADOPTED LEVEL OF SERVICE	
	UNIT OF DEMAND/ OPERATIONAL CHARACTERISTIC	LEVEL OF SERVICE
10.1.1 Transportation: State Roads	Operational characteristics as defined in the Transportation Research Board, Highway Capacity Manual (Special Report 209, 1985).	Design Standards as required by State law.
10.1.2 Transportation: County roads and intersections	Operational characteristics as defined in the Transportation Research Board, Highway Capacity Manual (Special Report 209, 1985).	Design Standards as required by State law.

FACILITY/ISSUE	ADOPTED LEVEL OF SERVICE	
	UNIT OF DEMAND/ OPERATIONAL CHARACTERISTIC	LEVEL OF SERVICE
10.1.3 Water: source, treatment and storage	Gallons per day per household or equivalent residential unit (ERU).	<p>10.1.3.1 All applications for subdivision, site plan or conditional use approval shall connect to a public water system, as defined by the Safe Drinking Water Act (Utah Code § 19-4-101 et seq.), defined as a community water system and approved by the Executive Secretary of the Department of Environmental Quality. All applications for subdivision, site plan or conditional use approval shall demonstrate that adequate water rights, as measured by subsection b, herein, are available and have been approved by the State Engineer.</p> <p>10.1.3.2 Source and storage capacity requirements shall contain adequate capacity for indoor water use, irrigation and fire flow as set forth in the applicable provisions of Utah Administrative Code rule 309-105 and § 16.1.11 below.</p> <p>10.1.3.3 All applications for subdivision, site plan or conditional use approval shall demonstrate that adequate water rights, as measured by subsection b, herein, are available and have been approved by the State Engineer.</p>

FACILITY/ISSUE	ADOPTED LEVEL OF SERVICE	
	UNIT OF DEMAND/ OPERATIONAL CHARACTERISTIC	LEVEL OF SERVICE
10.1.4 Water: transmission and distribution	Pressure, measured in pounds per square inch (psi) for peak instantaneous flow.	10.1.4.1 The distribution system must be sized to accommodate peak instantaneous flows with a minimum of 20 psi residual pressure existing in the system at all points, as measured by the equation set forth in Utah Administrative Code rule 309-105-1, and shall comply with the fire flow standards set forth in Utah Administrative Code rule 309-105-3.
10.1.5 Water quality	Biological oxygen demand (BOD) and Total Suspended Solids (TSS).	Pollutant contribution per EDU is per standards established by the Department of Environmental Quality
10.1.6 Sanitary sewer: treatment facilities	Gallons per equivalent residential unit per day, derived from gallons per capita per day.	Levels of service standards as adopted by the serving municipality shall be followed if the development falls within a Tier II area.
10.1.7 Sanitary sewer:	Gallons per equivalent residential unit per day, derived from gallons per capita per day.	Levels of service standards as adopted by the serving municipality shall be followed if the development falls within a Tier II area.
10.1.8 Sanitary sewer: interceptors and outfall sewers	Gallons per equivalent residential unit per day, derived from gallons per capita per day.	Levels of service standards as adopted by the serving municipality shall be followed if the development falls within a Tier II area.
10.1.9 Septic tank	Tank capacity in gallons; absorption area in square feet per bedroom or square feet	Tank capacity and absorption area standards established by the State Department of Environmental Quality
10.1.10 Fire Protection, Response Time	Response time, measure from dispatch of emergency vehicles to arrival at the scene of the fire.	10.1.4.1 The Beaver County Fire Service District shall be capable of providing an adequate response time

FACILITY/ISSUE	ADOPTED LEVEL OF SERVICE	
	UNIT OF DEMAND/ OPERATIONAL CHARACTERISTIC	LEVEL OF SERVICE
10.1.11 Fire Protection, Water Capacity and Pressure	Gallons per minute (gpm), as measured by The Uniform Fire Code as adopted by the State of Utah and local jurisdictions.	<p>10.1.5.1 Water systems shall be interconnected wherever possible in order to ensure adequate fire protection.</p> <p>10.1.5.2 Water systems serving a proposed development shall be adequately sized and have sufficient pressure to provide needed fire flow as determined by The Uniform Fire Code as adopted by the State of Utah and local jurisdictions.</p>
10.1.12 Schools	Spaces per capita (permanent population only).	As recommended by the Beaver County School District.

Policy 10.2 These levels of service standards may be phased or achieved over a definite period of time, in accordance with Beaver County Capital Improvements Plan.

Policy 10.3 Level of Service Standards shall be defined for the following public facilities for purposes of capital improvements planning and development permitting. Each of the following public facilities must be available and adequate, as defined by the adopted Level of Service Standard (Policy 10.1), concurrent with the issuance of any development permit, whether in the developing Area, Planned developing Area, Future developing Area, or Rural Area:

- 10.3.1 Transportation facilities, including streets, roads, highway, and intersections.
- 10.3.2 Domestic water systems, including water quality, water treatment and storage capacity, transmission/distribution system capacity and water rights as approved by the State Engineer.
- 10.3.3 Sanitary sewer systems, including treatment facilities, interceptors and outfall sewers, and lateral and collector sewers. All applications for subdivision, site plan or conditional use approval shall demonstrate that adequate water rights, as measured by the Utah Administrative Code rule 309-105 and Policy 10.1.11, herein, are available and have been approved by the State Engineer.
- 10.3.5 Parks and recreational facilities including neighborhood, community, district and regional/open space parks, and associated recreational facilities which are open and accessible to the public including, but not limited to, playgrounds, trails, courts, athletic fields, indoor activity centers, community centers, spectator sport areas, boating areas, fishing areas, picnic areas and swimming pools.
- 10.3.6 School facilities, including classrooms, laboratories, shops, study halls, and physical education facilities designed for student instruction, excluding spaces too small for intended use, spaces with undesirable environmental conditions that cannot be corrected, approved rental space, libraries or stages used as classrooms, or any other spaces declared unsuitable by the State Fire Marshal.
- 10.3.7 Fire Protection and Suppression, including fire stations and fire equipment, including trucks, hoses, and other apparatus necessary for the suppression of fires.
- 10.3.8 Stormwater Management facilities, including man-made structures or natural systems designed to collect, convey,

hold, divert or discharge stormwater, and includes stormwater sewers, canals, detention structures, and retention structures.

Policy 10.4 Level of Service Standards shall be defined for the following public facilities and services for purposes of capital improvements planning only:

10.4.1 Law enforcement facilities, stations, offices and police equipment, including squad cars, radio and communication systems, firearms, and other facilities necessary for the suppression of crime and the maintenance of domestic order.

10.4.2 Libraries, including buildings, mobile units, and books, records, tapes and other reading or listening materials available to the public.

Policy 10.5 Development may be denied for inconsistency with the level of service standards set forth in Policy 10.1 only for the following essential public facilities: transportation (§§§ 10.1.1 - 10.1.2); water (§§§ 10.1.3 - 10.1.5); sanitary sewer (§§§ 10.1.6 - 10.1.9); fire protection (§§§ 10.1.10 - 10.1.11); and schools (§§§ 10.1.14). In determining whether facilities and services are available concurrent with the issuance of a development permit, the Board of County Commissioners shall retain full authority to review the adequacy of standards and recommendations made available by state agencies, Cities, Towns other districts and service providers, the following may be considered:

10.5.1 As to all public facilities and services other than transportation and parks/recreation, the facility or service will be considered concurrent if one of the following applies:

10.5.1.1 the facility or service will be in place when building permits will be issued, or

10.5.1.2 the County or entity providing the facility or service has made appropriate provision to meet the demand for the public facility or service through one or more of the following techniques:

10.5.1.2.1 inclusion of the public facility or service in a capital budget or capital improvements program which specifies the source of funding for such project, and such facilities will be available when the impacts of the development occur; or

10.5.1.2.2 the facility is subject to a binding contract which provides for the completion of the facility at the time that the impacts of the development will occur; or

- 10.5.1.3 The developer has entered into a binding development agreement guaranteeing that the facilities or services will be available when the impacts of the development occur.
- 10.5.2 As to transportation and park/recreation facilities, the facility or service will be considered concurrent if one of the above applies or if one of the following conditions apply:
 - 10.5.2.1 the County or entity providing the facility or service has included the facility or service in capital budget or capital improvements program which specifies the source of funding for the project, and the facility will be available within six (6) months following the issuance of building permits for the proposed development; or
 - 10.5.2.2 the facility is subject to a binding contract which provides for the completion of the facility within six (6) months following the issuance of building permits for the proposed development.

Policy 10.6 In measuring the demand for facility or service adequacy, the County may consider the following:

- 10.6.1 the current usage of the existing and planned public facilities and services by existing development; and
- 10.6.2 anticipated usage of existing and planned public facilities and services by:
 - 10.6.2.1 the proposed development; and
 - 10.6.2.2 approved but unbuilt developments.
- 10.6.3 The County may require that approved but unbuilt development shall substantially utilize capacity allocated pursuant to the concurrence management system within two years or the development permit shall expire.

Policy 10.7 Where development projects partially meet adequacy of public facilities and service standards, development approval may be authorized for that portion of the project that meets adequacy standards, or the project may be phased to coincide with the phasing of future availability of adequate public facilities and services.

Policy 10.8 In order to demonstrate compliance with Policy 10.1 herein, the County shall require applicants to provide, at a minimum, the following prior to submitting an application for a rezoning or subdivision, site plan or conditional use approval:

- 10.8.1 Water Level of Service (¶¶ 10.1.3, 10.1.4, 10.1.5):

- 10.8.1.1 A feasibility letter for the proposed water supply issued by the State Division of Environmental Health.
- 10.8.1.2 Evidence of coordination with the public or private water service provider, including an agreement for service, commitment service letter or other binding arrangement for the provision of water services.
- 10.8.1.3 Evidence that water rights have been obtained, including an application for appropriation or change application endorsed by the State Engineer pursuant to Section 73-3-10 of the Utah Code, and a certificate of appropriation or certificate of change issued in accordance with Section 73-3-16 of the Utah Code. The County shall not accept an application or certificate that has lapsed, expired, or been revoked by the State Engineer.
- 10.8.1.4 A certificate of convenience and necessity or an exemption therefrom, issued by the state Public Service Commission, for the proposed water supplier, including an indication of the service area of the proposed water supplier.

Sewer (¶¶10.2.6, 10.1.8, 10.1.9):

- 10.8.2.1 A line extension agreement approved by the serving jurisdiction for at least the first phase of the proposed development. No subsequent development phases shall be approved until a line extension agreement has been submitted and approved by the serving jurisdiction indicating that adequate sewer capacity is available for such phases. No final subdivision plat, final site plan or final conditional use permit shall be approved until the applicant has reserved capacity with the serving jurisdiction for the entire project or phase of the proposed development. The submission and acceptance of a line extension agreement by the applicant shall not guarantee approval at subsequent stages of the development approval process if adequate sewer capacity pursuant to ¶¶ 10.1.6 and 10.1.7 becomes unavailable due the failure to reserve capacity.
- 10.8.2.2 Certification of compliance with septic tank capacity and absorption area standards by the Utah Department of Environmental Quality.
- 10.8.3 Drainage data including a description of existing or proposed drainage facilities or stormwater management systems on the proposed development site, including system capacity and the ultimate point of discharge; building elevations, and

drainage calculations using the Rational Method including, at a minimum:

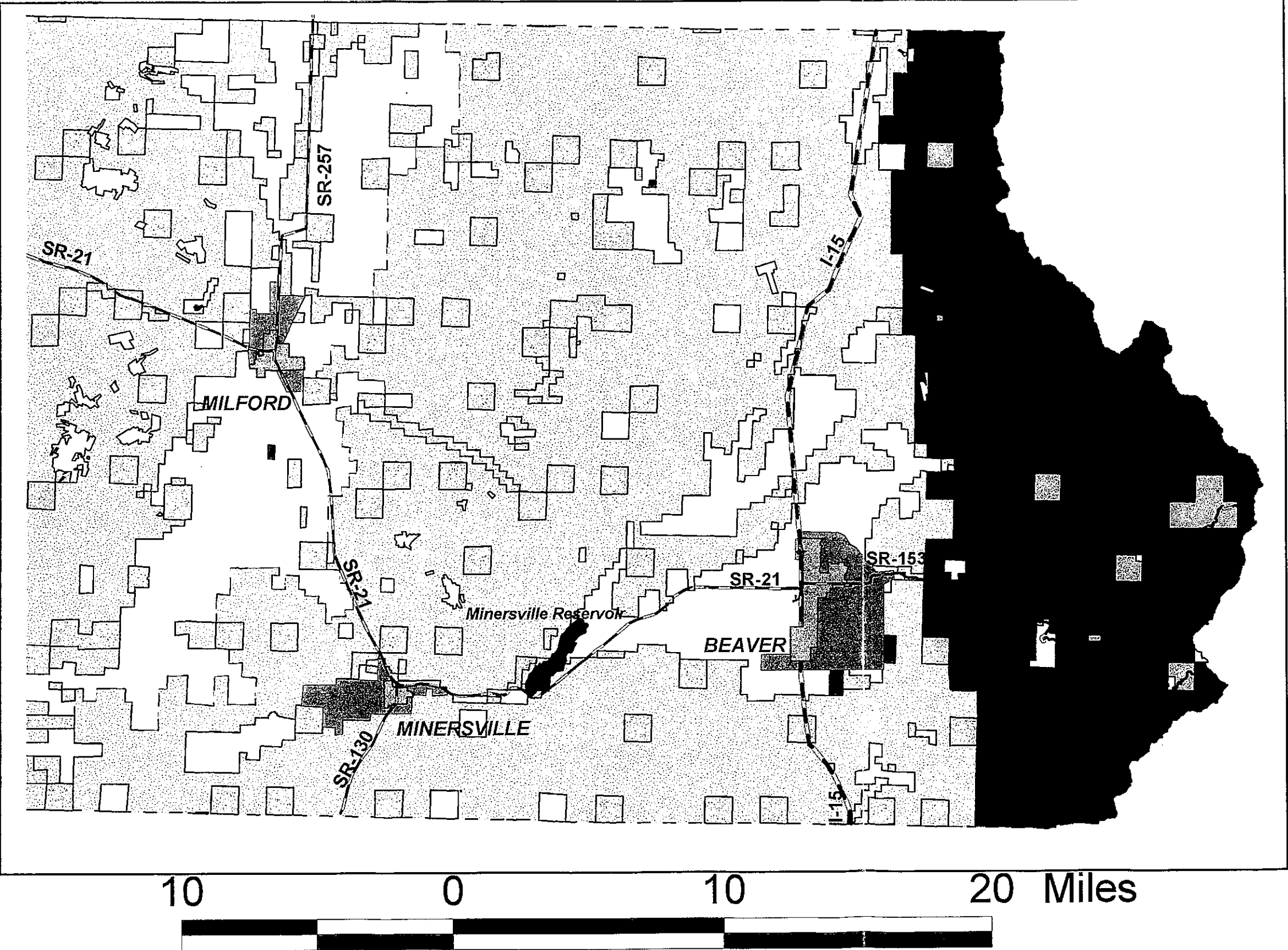
- 10.8.3.1 storm events used, including depth, duration and distribution;
- 10.8.3.2 the dimensions, measurements and percentage of impervious surface coverage, including the runoff coefficient;
- 10.8.3.3 the predevelopment condition for stormwater runoff; and
- 10.8.3.4 the anticipated rate, volume, direction and pollutant load of surface water or groundwater flow anticipated following the completion of construction.

Beaver County

General Plan

County Tiers

Map



Legend

Interstate 15

State Highways

City Boundaries/Tier I

County Boundary

County Tier II

County Tier III

County Tier IV

Administration

Forest Service

BLM

State

Private

State Park

State Wildlife Reserve

Water

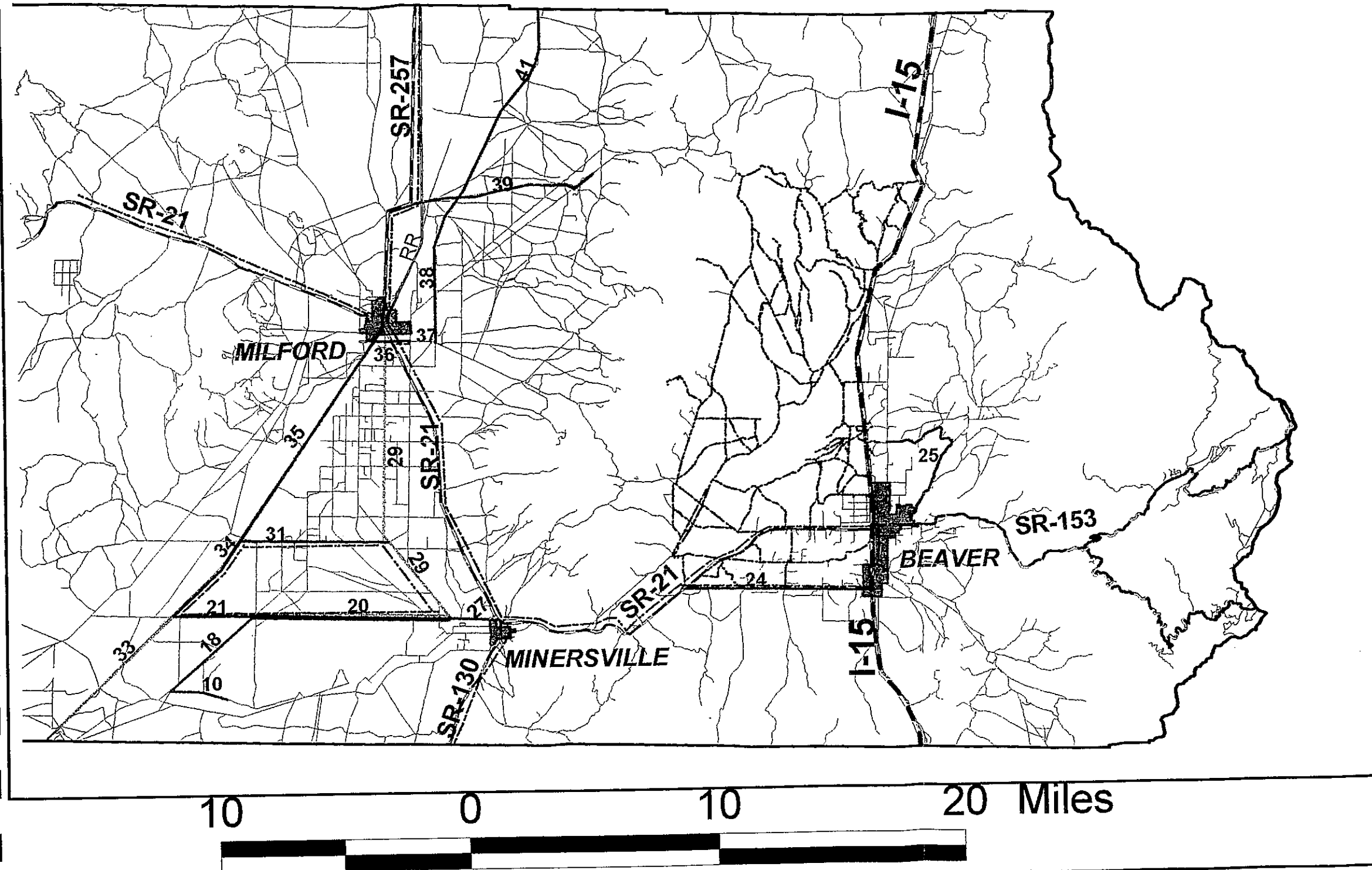
Intermittent Water

Map Created 03/11/98
 FCAOG GIS
 Edward Dickie
 Five County Association of Governments

The FCAOG uses information & data from many different sources, which may be of differing accuracy. These products should be used only for the purpose they were intended. For specific data source information, please contact the FCAOG GIS.



Beaver County General Plan Circulation Map



Legend

- 20 Roadway Segments
- Interstate 15
- State Highways
- Present-1998
- 1998-2000
- 2000-2002
- 2002-2020
- Railroad
- Existing Roads
- Livestock Trails
- City Boundaries/Tier I
- County Boundary

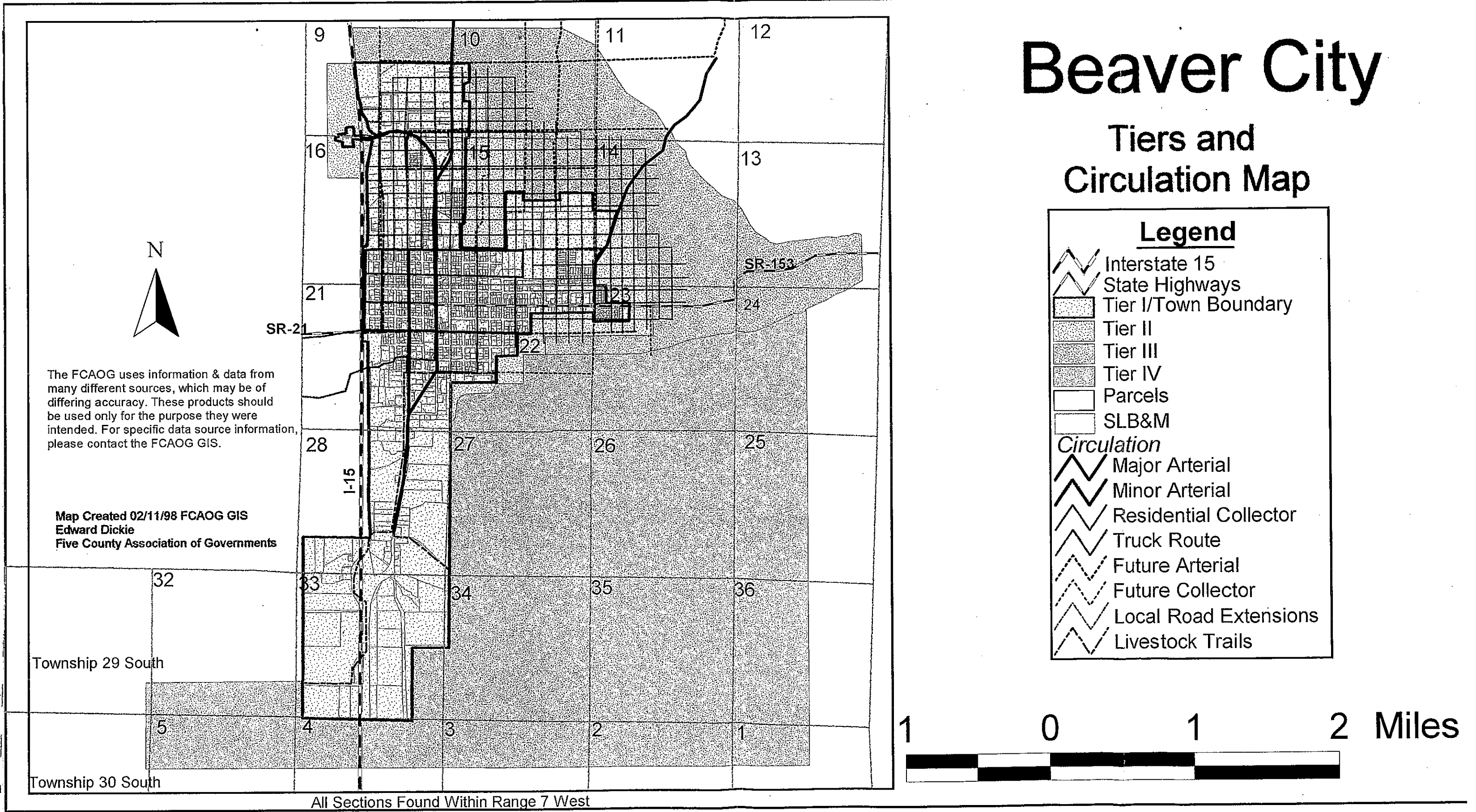
Map Created 02/11/98
FCAOG GIS
Edward Dickie
Five County Association of Governments

The FCAOG uses information & data from many different sources, which may be of differing accuracy. These products should be used only for the purpose they were intended. For specific data source information, please contact the FCAOG GIS.



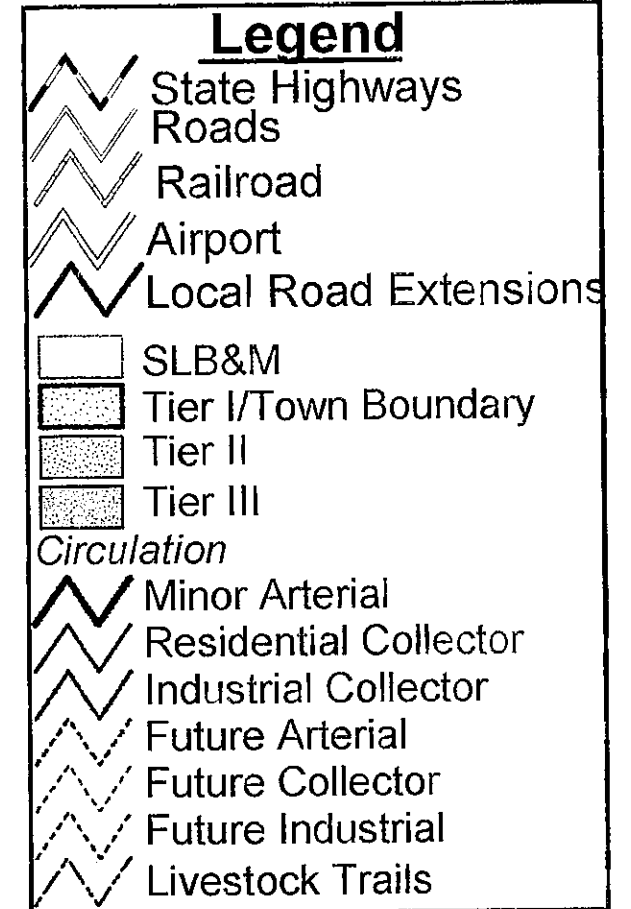
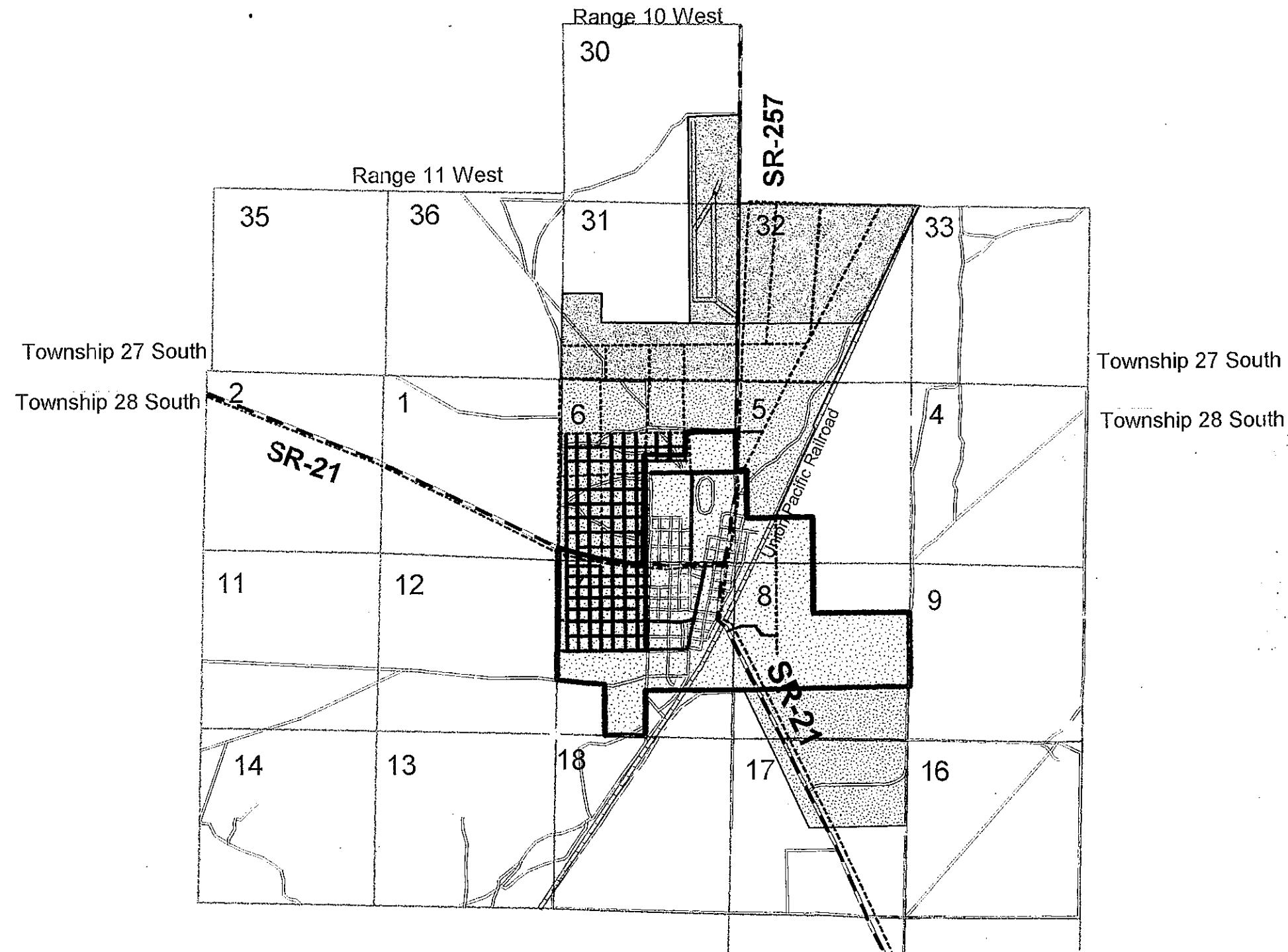
Beaver City

Tiers and Circulation Map



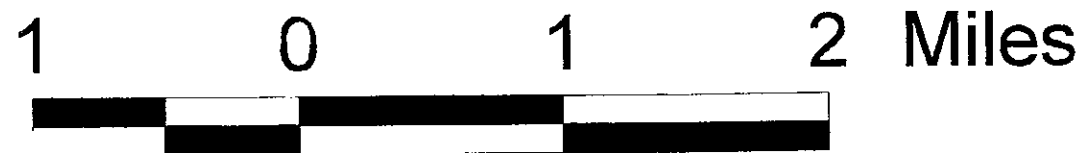
Milford City

Tiers and Circulation Map



Map Created 10/25/97
 FCAOG GIS
 Edward Dickie
 Five County Association of Governments






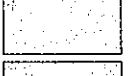
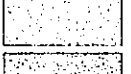
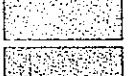
The FCAOG uses information & data from many different sources, which may be of differing accuracy. These products should be used only for the purpose they were intended. For specific data source information, please contact the FCAOG GIS.



Minersville Town

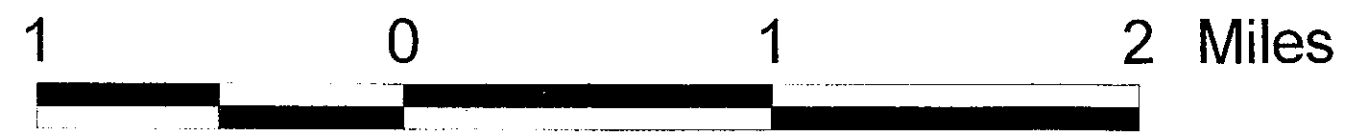
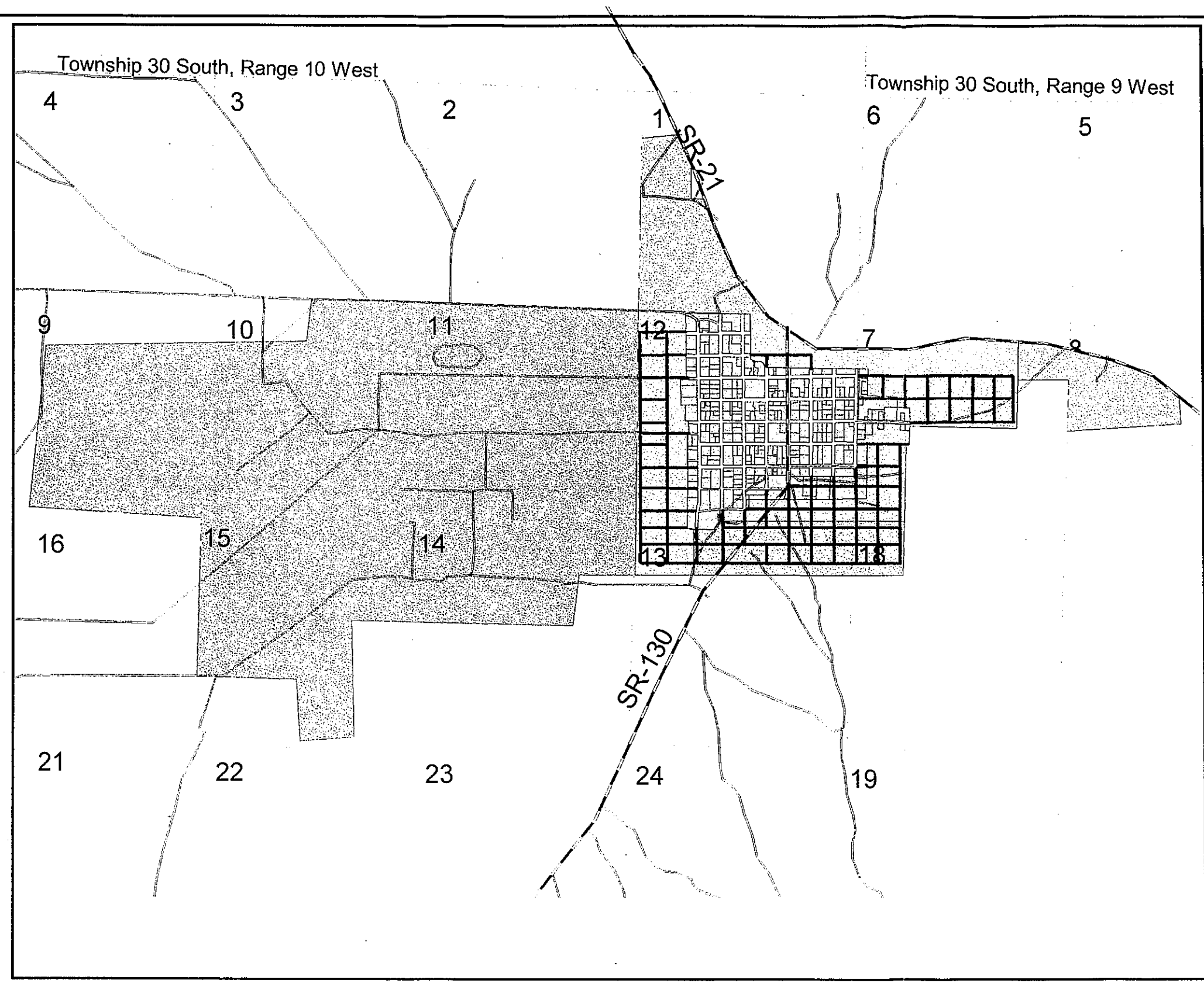
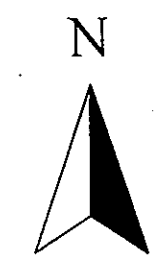
Tiers And Circulation Map

Legend

-  State Highways
-  Minersville Roads
-  Minersville Local Road Extensions.
-  Minersville SLB&M
-  Minersville Parcels
-  Minersville Tier II
-  Minersville Tier III
-  Minersville Tier IV

Map Created 02/05/98
 FCAOG GIS
 Edward Dickie
 Five County Association of Governments

The FCAOG uses information & data from many different sources, which may be of differing accuracy. These products should be used only for the purpose they were intended. For specific data source information, please contact the FCAOG GIS.



Transportation & Circulation

Purpose

The purpose of this portion of the General Plan is to evaluate existing and potential traffic growth due to agricultural and industrial industries located or proposed within the County, consider population projections, quantify projected traffic volumes, and evaluate these factors as they impact current infrastructure and the need for future roadway improvements to facilitate traffic increases. The information used to develop this section is derived solely from a "Transportation Study & Master Plan" prepared by Jones & DeMille Engineering located in Richfield and St. George.

Functional Classification of Roadways

According to the "Policy on Geometric Design of Highways and Streets (AASHTO) 1990", it is desirable to maintain a hierarchy of roadway functional classifications. These should include having arterials which move traffic from one region to another, collectors which move traffic between local areas as well as feed traffic to arterials, and local roads whose primary purpose is to provide access to residential and activity centers.

For the Beaver County region, it is proposed that five different roadway classifications be designated to classify existing and future roads. The five classifications are:

1. Major Arterials (State Highways)
2. Minor Arterials (State Highways)
3. Major Collectors
4. Minor Collectors
5. Local Roads (unpaved)

Major arterials are designed to handle inter-regional high speed traffic and are usually Federal or State highways. The Utah Department of Transportation has standards for major arterials such as SR21 and SR130. Major arterials are also designed to handle large volumes of heavy truck traffic. Intersections and access points should be minimized and it is recommended that they be spaced at least one half mile apart, and should include separate left turn lanes and right turn deceleration lanes.

Minor arterials are designed to handle smaller volumes of inter-regional traffic with high speed conditions. These highways are usually state highways and are constructed to state standards. Intersections and access points should be minimized and should be spaced at least one half mile apart, and should include separate left turn lanes and right turn deceleration lanes.

Major collectors are designed to handle large traffic volumes between local developments and connections to arterial roadways. Design speeds of 40 to 50 miles per hour are typical. The proposed typical section is shown in *Figure 12, page 17a of the Transportation Study and Master Plan*. The intersections and access points should be minimized but will be more numerous than arterials with connections to all local intersection streets. Since there are numerous opportunities for turning movements, left turn lanes should be encouraged at major intersections.

Minor collectors are designed to handle lower traffic volumes between local developments and as connections to arterial roadways. Design speeds of 30 to 40 mph are typical. The proposed typical sections include one for high truck traffic and one for low truck traffic. These typical sections are shown in *Figure 12, page 17a of the Transportation Study and Master Plan*.

Local roads provide access to all traffic sources. Design speeds are low, between 20 and 30 mph. The proposed typical section is shown in *Figure 12, page 17a of the Transportation Study and Master Plan*.

Design and Construction Standards

The design and construction of all road improvements must meet standards established by the American Association of State Highway and Transportation Officials (AASHTO). These standards are used by local governments throughout the country.

The standard for geometric design including traveled way widths, shoulder widths, embankment slopes, degrees of curve, sight distances, etc. are all described in AASHTO's "Policy on Geometric Design". Placement of guardrail, light poles, etc. are described in AASHTO's "Roadside Design Guide". Specifications for materials used in roadway construction, and tests for quality control are listed in AASHTO's "Standard Specifications For Transporting Materials and Methods of Sampling and Testing".

Design, Plans, and Specifications

Design, bidding documents, plans, and specifications must comply with AASHTO standards and must be completed by a licensed professional engineer. If designs, plans, and specifications are not under the direction of the county engineer, they must be reviewed and approved by the county engineer.

Construction Management, Staking, and Acceptance Testing

All construction shall be completed according to the approved plans and specifications. Construction management shall be under the supervision of an experienced professional engineer. Each project shall be completed under the observation and review of the Owner's authorized representative and/or county engineer. All acceptance testing of materials, work, and workmanship shall be performed by qualified individuals approved by the county engineer, but they cannot be employees of the contractor. Acceptance testing should be completed and results submitted to the county engineer or approved project engineer. All staking of work shall be under the direction of a licensed surveyor.

Traffic Sources

The sources of traffic identified in the Master Plan are: Circle Four Farms, Pearl Queen Corporation, Twin Peaks Ballast Mine, the Centurion OK Mine, Gemstone Mining Inc., and a County Jail.

The Circle Four Farms operation, when completed, will consist of four farm complexes each including sow farms, nurseries and finishing farms, a feed mill, and a possibility of a packing

plant . When the finishing farms are at full production each complex will be using twelve to thirteen trucks to haul hogs to a processing plant in Southern California. This could amount to as many as 10,500 hogs transported on any given day. Circle Four Farms explains that as the number of hogs transported approaches 5,000 per day the possibility of a "kill" only plant becomes feasible. Additionally, each complex is expected to employ 150 people. A "Kill" only packing plant would employ between 300-500 people while a full-scale packing plant could employ as many as 2,500 people.

The Pearl Queen Corporation is projected to operate 10 to 30 trucks per day between a mine site at Geothermal Road and the Milford Industrial Park. Projected Employment at full operation in 1998 is expected to be 20 to 50 employees.

The Twin Peaks Ballast Mine located Northwest of Milford is, at it's commencement in 1998, projected to generate approximately 5 outbound trucks per day and employ approximately 5 workers.

The Centurion OK Mine is projected to employ 50 workers and generate approximately 3 trucks per week operating between the mine and a railroad transfer facility located North of the Geothermal Road. Operation is expected to commence in 1998.

Gemstone Mining Inc. is projected to operate about 5 trucks per day locally. Projected employment is 5 at the mine site and 15 at the processing plant. Operations are expected to commence in 1998.

A county jail facility located in the Beaver Industrial Park adjacent to I-15 is expected to employ 40 people by 1998.

Existing Traffic Volumes

Existing traffic volumes along Beaver County roadways are relatively low (see Table 3, below). Jones & DeMille Engineering used both UDOT traffic information and their own traffic counts to Determine existing traffic counts along various Beaver County roadways⁹. The following table provides results of that work.

⁹Transportation Study & Master Plan, Jones & DeMille Engineering

Table 3-Existing Traffic Counts

Highway Segment Names & Number	Avg. Daily Traffic	Daily Trucks	L.O.S.
SR-21, Minersville-Milford(45)	700	65	B
SR-257, Milford-Black Rock (40)	245	40	B
Geothermal Road (39)	74	-	-
Laho #2-RRx-ing#5 to MM Road (31)	234	-	-
MM Road-Minersville to Milford (29)	500	-	-
SR-21, Minersville-Beaver (23)	500	45	B
Thermo #1 Skyline to MM Road (20)	213	-	-
SR-130, Minersville to County Line	450	70	-

Possible Roadway Improvements and Costs

General

The "Transportation Study and Master Plan" completed by Jones and DeMille Engineering identifies roadway segments that should be considered for improvement or construction as a result of sizable development which is occurring throughout the county (refer to the Tier and Circulation Maps, pages 48-52) . It further identifies the approximate timeframe in which these improvements or construction should occur and to what degree. Please refer to the study for a more detailed explanation of the roadway segment locations. Selected roadway segments are based on corridor analysis and input from the industries, towns, and county commissions. Roadway improvements discussed include new construction, asphalt overlays, chip sealing, gravel addition, and dust control. Also included in the study is an estimate of improvements costs. Cost estimates take into account preliminary engineering, environmental and archeological review, construction engineering, right of way acquisition, materials costs, and non-Davis-Bacon wages. The costs shown in the study are estimates only. More accurate costs will be developed at that date which any given segment becomes a project. Included below is an outline of the specific location (roadway segments identified by the study) of the needed improvements/construction which the study identifies.

For the purposes of this plan, those roadway segments slated by the study for improvements or Construction are identified on the "Beaver County Circulation Map" on page 43.

Improvements and Costs: Present

Because of more immediate need several improvements are suggested for present consideration. The roadways identified are Thermal Road (segments 20 & 21), Laho Road (segment 31), M&M Highway, a new roadway along the railroad South and West of Milford (segments 34 & 35), a railroad overpass on the South side of Milford, a new roadway linking the feedmill East of Milford with SR 21 (segment 37), a new roadway from SR 21 to the railroad, a bypass around the South side of Minersville (segment 28).

Capital costs identified for these improvements are estimated at \$4,338,000.00. Of the total, \$4,000,000.00 is estimated for the Milford Overpass.

Improvements and Cost: 1998 to 2000

The next important time period 1998-2000 includes improvements to Thermo Road (segments 20 & 21), the Minersville to Milford Highway (segment 29), North Minersville bypass (segment 27), and completion of segment 33 a connection between Thermo Road to Circle Four Farms complexes to the South and West.

Capital costs identified for these improvements are estimated at \$2,431,600.00. Of the total \$1,000,000.00 is estimated for the Minersville to Milford Highway.

Improvements and Costs: 2000 to 2002

Roadway improvements during this timeframe include a roadway from the Milford Feedmill North to the county line (segments 38 & 41), Geothermal Road (segment 39), Airport Road (segment 24, Beaver City). Additionally, the study includes improvements to be made in Iron County.

Capital costs for improvements to Roadways in Beaver County, identified by the study, are estimated at \$3,929,000.00. Of the total \$2,400,000.00 is estimated for the Beaver Airport Road.

Improvements and costs: 2002 to 2020

Improvements during this last projected timeframe include two roadway segments from Thermal Road to a proposed Circle Four Farms Packing Plant facility (segments 10 & 18), and North Creek Road (segment 25).

Capital costs associated with this time period are estimated at \$5,760,000.00.

Financing of Improvements

General

Beaver County has large land areas administered in great part by the federal government. With a small population and limited tax base it is difficult to generate funds to be used to improve the many miles of roadways in the County.

The Jones & DeMille study examined possible funding sources and mechanisms and has given recommendations.

Recommended Funding Mechanisms

The following is a listing, as a result of public input, of preferred methods of funding roadway infrastructure improvements.

1. The formulation of Transportation Improvement impact fees for future development would be assessed at the time of building permit issuance (A formula is needed to be derived for this type of assessment.)
2. The formation of special improvement districts for transportation improvements to service industry or developments that have already been constructed and are in use. These road improvements would be paid by special assessment to those that need road improvements and or would benefit from them.
3. A special appropriation from the legislature was the highest on the list for funding the needed improvements . A delegation from the County and Circle Four Farms has already made contact with the state representatives from their area. They will be asking for a grant from the state to assist with the construction of transportation infrastructure.
4. Obtaining EDA grant funds for transportation improvements was next on the list for funding. If the County pursues this, it needs to proceed with application for funding.
5. Vigorously pursuing Federal Highway funding through STIP. This would only be for those roads eligible for this type of funding.

Transportation & Circulation Goals and Policies

Goal 1: To provide a circulation system to move people and goods safely and efficiently throughout the community and the general planning area.

Policies

- 1.1 Preserve the quality of residential neighborhoods by discouraging the flow of truck and through traffic in these areas, consistent with circulation and emergency needs.
- 1.2 Avoid the creation of street names that are duplications of or sound similar to existing street names. This will help insure the effective response of safety personnel to emergency situations within the jurisdiction.
- 1.3 Limit the number of intersections and driveways on all arterial roadways to promote a safe, efficient and steady flow of traffic.
- 1.4 Establish access to higher density land uses and commercial developments from arterial roadways. Maintain street alignments and require the appropriate dedication of rights-of-way for all major and secondary roadways.
- 1.5 Establish hillside street standards which are sensitive to topographical constraints and provides for necessary grade separations and other special needs.

Goal 2 To promote traffic system safety through proven design standards.

Policies

- 2.1 To adopt standards established by the American Association of State Highway and Transportation Officials (AASHTO) for use in roadway construction design.
- 2.2 To require that all roadway construction plans are submitted by a licensed engineer.

Goal 3 Identify, protect and develop arterial, collector and local streets to maintain adequate traffic flow.

Policies

- 3.1 Give priority to the maintenance, traffic enforcement and expansion of the local street system in response to the demands of growth.

Goal 4 To provide for and ensure an adequate supply of off-street and public parking, to meet the needs of local residents and visitors the community and the general planning area.

Policies

- 4.1 Develop zoning and subdivision ordinances that will provide regulations establishing minimum parking requirements for various types of land uses.
- 4.2 Provide zoning incentives to encourage shared parking and jointly operated parking facilities.

Goal 5 Work with the City, County and other appropriate agencies to review the need for a regional transportation alternative such as shuttle bus service.

Policies

- 5.1 Direct the development of intergovernmental coordination and cooperation among all agencies for the planning, management, financing and implementation of a regional transportation alternative.

Goal 6 Provide for the safe movement of livestock and livestock men throughout recognized County livestock trails.

Policy 6.1 To protect traditional agricultural business and retain the "Country" atmosphere by designating certain County roadways as Livestock Trails.

Economics

County Economic History

The earlier settlers of Beaver County were cattlemen interested in the grazing of Beaver Valley. The local economy depended almost entirely upon agriculture until the discovery of silver in 1875. To transport silver ore to Salt Lake City, the Utah Southern Railroad was extended to Milford. Today the Union Pacific's main line from Salt Lake City to Los Angeles passes through Milford. Agriculture and transportation continue as important sources of economic activity, however mining has been replaced by recreation. The Elk Meadows Ski Resort and the County's excellent fishing and hunting attracts thousands of out-of-state visitors each year. In addition to these, hog production may become a stronger economic factor in the years to come.

Workers Compensation Rates

Utah boasts one of the lowest worker's compensation rates in the United States. In 1989, the average weekly premium costs per worker in Utah was \$4.45, the fourth lowest rate in the nation. This compares to \$20.13 (the highest rate) in Montana, \$14.70 in California, and \$3.59 (the lowest rate) in North Carolina.

Construction Activity

The total value of permit authorized construction in Beaver County during 1996 equaled \$16,633,800 which is down from the 1995 year end total (see Table 4-"Permit Authorized Construction 1990-1996", below). Most of the difference occurred because of a large amount of 1995 construction related to the Circle Four Farms project.

Table 4-Beaver County Permit Authorized Construction 1990-1996 ¹⁰

	New Dwellings	Residential Valuation (\$000)	New Non-Residential (\$000)	Residential Additions (\$000)	Alterations & Repairs (\$000)	Total Valuation (\$000)
1990	5	657.5	865.6	417.2	62.5	2002.8
1991	4	302.2	1245.5	92.9	11.1	1651.7
1992	20	1330.2	280.4	142.4	67.9	1820.9
1993	19	1231.0	1848.2	87.5	63.0	3229.7
1994	28	2205.3	2761.3		94.1	5060.7
1995	33	2265.8	14669.9		169.0	17104.7
1996	42	2811.8	13577.6		244.4	16633.8

¹⁰ Utah Construction Reports, Bureau of Economic and Business Research Reports

Tax Structure

General Property: The 1995 tax rate for real property in Beaver City was .001095. The Beaver County School District assessed an additional .006719, while Beaver County assessed .001848. In addition, the following tax assessments are made in Beaver County: fire dist. 1, .000372; fire dist. 2, .000276; hospital, .000740; health, .000098 and; library, .000177. State and locally assessed commercial property is taxed at one-hundred (100) percent of "fair-market value". Residential property is taxed at fifty-five (55) percent. Farmland is assessed according to agricultural value.

Sales Tax: Six (6) percent of purchase price; two (2) percent of power and fuel for residential use, and five (5) percent for commercial use. Local government may impose an additional one (1) percent.

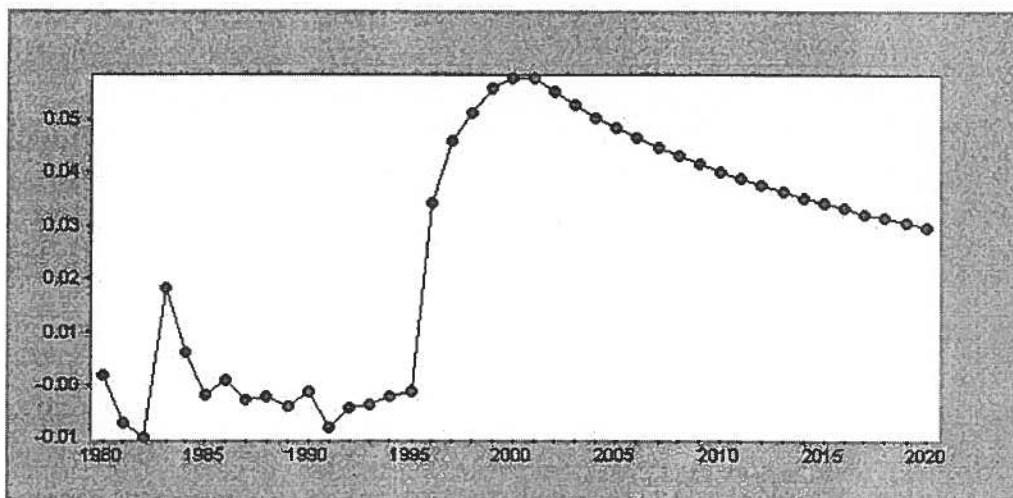
Individual Income: Ranges from 2.55 to 7.20 percent of taxable income, as determined for federal income tax purposes.

Corporate Income: Six (6) percent of net taxable income.

Economic Diversity

Since 1980 the number of agricultural related jobs has more than doubled from 340 to 709¹¹. The yearly growth rate of agricultural employment has gone from a low of -1% in 1982 to an estimated high of 6% by 2000. The rate is however expected to level off to approximately 3% by 2020 (see Figure 1, "Agricultural Employment", below).

Figure 1-Agricultural Employment



Yearly Growth Rate in Beaver County, UT, 1980-2020

¹¹ Governor's Office of Planning and Budget, website, www.qget.state.ut.us, Pam Perlich

Although employment as a whole is on the rise in Beaver County, it appears that the amount of employment diversity is decreasing. An index known as the Hachman Index is designed to interpret the amount of employment diversification. On the Index a rating of 1.0 indicates a diverse employment base, while a rating of 0.0 indicates a static or undiversified employment base. The amount of total employment in Beaver County has risen dramatically over the past fifteen to twenty years and is expected to rise even more by 2020. However, though the amount was smaller during the 1980s, employment diversity hovered at about .50. In contrast, the estimated diversity to the year 2020 is expected to decrease to approximately .22¹² (see Figure 2, "Diversity in Employment", below).

Figure 2-Diversity in Employment in Beaver County, 1980-2020

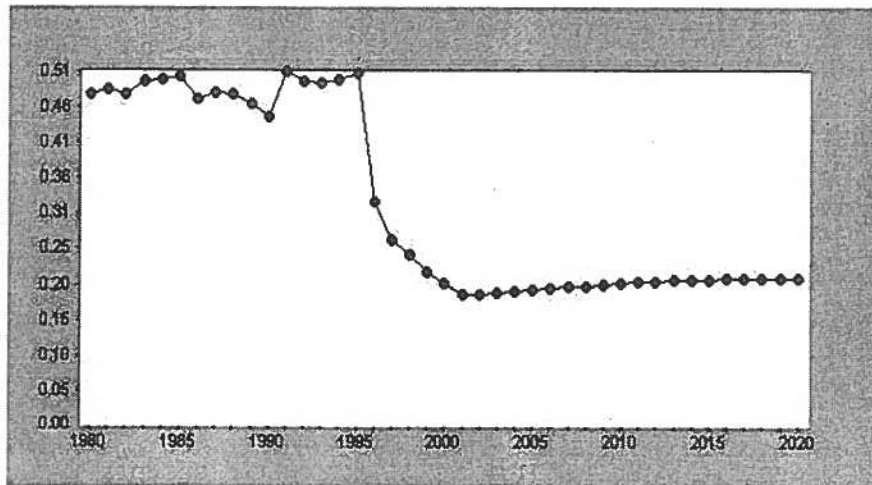


Figure 2 Employment Diversification for Beaver County based on the Hachman Index

Distance to Major Destinations

Beaver County centrally located in the Western United States, is strategically located for any warehousing or distribution firm considering access to the interstate system. Beaver City, the County Seat, is located only 23 miles south of the junction of I-15 and I-70. As the following list illustrates, the City is within 550 miles of many major destinations.

¹² Governor's Office of Planning and Budget, website, www.qget.state.ut.us, Pam Perlich

Table 5-Distance to Major Destinations

Los Angeles	516 miles
San Francisco	725 miles
San Diego	565 miles
Las Vegas	234 miles
Boise	549 miles
Denver	545 miles
Phoenix	517 miles
Salt Lake City	200 miles

Impacts of Circle Four Farms

A project the size of Circle Four Farms will most definitely have a significant impact on the economic vitality of Beaver County and indeed neighboring counties. The project itself is planned in four different locations or complexes. Those complexes are: Skyline; Blue Mountain; Nada, and; Pinnacle.

Project employment has been estimated based on four different development scenarios (please refer to "Employment and Population Impacts of Circle Four Farms: Four Development Scenarios", Demographic and Economic Analysis, Governor's Office of Planning and Budget for greater detail). The Impacts of those scenarios is illustrated in the following tables¹³, "Cumulative and Incremental Employment" and "Four Development Scenarios", page 63:

¹³ Employment and Population Impacts of Circle Four Farms: Four Development Scenarios, Governor's Office of Planning and Budget, Demographic and Economic Analysis .

Table 6-Cumulative and Incremental Employment

Steady State Operations			
Scenario	Cumulative Employment	Incremental Employment	Share of Scenario Four Total (%)
1	888	888	32
2	1488	600	21
3	2038	550	20
4	2788	750	27
Total		2788	100

Table 7-Four Development Scenarios

	1995	1996	1997	1998	1999	2000	2001	2002	2003
Scenario 1	97	258	402	549	714	888	888	888	888
Scenario 2	0	0	0	0	0	0	150	300	600
Scenario 3	0	0	0	0	0	0	150	300	550
Scenario 4	0	0	0	0	0	0	250	500	750
Cumulative Total	97	258	402	549	714	888	1438	1988	2788

Although direct construction and operations employment has been estimated for the four scenarios, additional employment in supporting businesses results from the economic activity generated by Circle Four Farms. Assuming project development as indicated in Scenario Four, the employment impacts could reach 3,236 additional jobs. With a 1994 estimated total employment for Beaver County of 2,066, the Circle Four Farms project could increase employment in the County by a factor of 1.6.

Along with an increase in employment opportunities comes increased population. Beaver County will share the population impacts with neighboring counties with Iron County expected to receive the largest portion of the increase with between 50-60 percent of the total, however employment impacts are expected to concentrate in Beaver County. It is estimated that Beaver County will receive an increase of 3,236 by 1995 based on Scenario Four assumptions.

As a result of employment and population increases, the study estimates changes in the distribution of major industries, an increase in the school age population, and changing age characteristics throughout the county.

Impacts of New County Jail Facility

Currently Beaver County is in the process of constructing a 197 bed County Jail facility within the Beaver City Industrial Park. The project is slated for completion by July 1998. It is expected that the facility will have a significant positive economic impact to the County. The project is expected to generate approximately 30 County jobs and 3 state court jobs. Payroll for the complex is estimated at \$800,000 annually. As mentioned earlier, the economic diversity of the County decreased over the past few years. The Jail complex helps to bring greater economic diversity into the County.

Economic Goals and Policies

Goal 1 To plan for adequate funding of transportation improvements.

Policies

- 1.1 Develop a capital improvements program (CIP) to prioritize street improvement proposals.
- 1.2 Actively pursue special appropriations, from the State Legislature, for transportation improvements.
- 1.3 Identify the most appropriate funding source, such as EDA grant, special improvement districts, or impact fees, for roadway improvements

Goal 2 Serve existing and new economic growth by pursuing timely and equitable strategies to provide financing of basic infrastructure.

Policies

- 2.1 Make use of plans and development agreements which specify the nature, timing, cost, and financing mechanisms to be used to fund improvements and services.
- 2.2 Support funding of infrastructure improvements with the General Plan and County financing practices.

Goal 3 Market and promote the County's available resources as necessary to encourage further expansion of its economic base.

Policies

- 3.1 Continue to support an economic development office which develops programs to enhance the economic base of the County.
- 3.2 Support chamber of commerce and revenue source agencies to develop and enhance the economic base.
- 3.3 Foster enterprise stimulation by providing current County statistics and brochures to prospective businesses.
- 3.4 Be proactive in stimulating and attracting targeted businesses and expanding and strengthening existing businesses.

Goals and Objectives

General Statement

Goals and objectives are integral part of the General Plan. Goals define the broader concerns that the General Plan can achieve for the County, whereas objectives are more specific. These objectives demonstrate an understanding of the goals selected and lead to the formulation of specific policies.

The goals and objectives are a result of involvement with citizens, appointed officials, as well as elected County Commissioners.

GOAL I. Diversify and Stabilize the County's economic base.

Objective: Encourage land uses and economic development shown to meet local needs and be ecologically sustainable.

GOAL II. Beaver County will provide only basic services to unincorporated areas. Municipal services such as sewage disposal, culinary water delivery, and energy supplies will not be provided by the County.

Objective: Promote infill development in the incorporated portions of the County.

GOAL III. Support the development of mineral resources as an important part of the economic base.

Objective: Encourage natural resources developers to add value to raw products by locating processing facilities in Beaver County.

GOAL IV. Continue to promote the use of multiple uses of public lands.

Objective: Define how grazing, timbering, and mining are related to stabilizing the County's custom and culture; and, define in real numbers how reductions or limitations placed upon these lands will fiscally impact the County's communities.

GOAL V. To provide for organized, coordinated and efficient planning, funding, construction and improvement for infrastructure, at locations consistent with planned land uses and with capacities that are adequate to meet the needs of those planned land uses.

Objective: The County shall define level of service standards for public facility adequacy for planned developing and future developing areas based on the capacity per unit of demand or on the operational characteristics of the facility, as shown in the technical appendix.

GOAL VI. To insure that the plans and policies of the County, and other affected entities are compatible and in conformance with the Beaver County General Plan.

Objective: The County shall negotiate the designation of certain areas of the County as "joint Planning/Expansion Areas, in which the County, Cities, and Towns shall develop plans which are consistent with all entities.

Plans and Programs

Projected land use is the backbone of the General Plan. The Projected Land Use Plan depicts, graphically, how every piece of land should, ultimately, be used.

Population

The County will work with its constituent communities to encourage the expansion of the population base by implementing job-creating economic development efforts. These efforts in turn will encourage retention of the present population, the in-migration of new residents, and the re-migration of former county residents who have had to look elsewhere for economic opportunities but who would prefer to reside and work in Beaver County. The County will also work with its constituent communities to encourage expansion and improvement of the infrastructure and public facilities and services in order to adequately accommodate the anticipated growth as or before it occurs. Specific policies regarding these issues may be found in the appropriate sections that follow.

Economy

The resources of local, regional, and state-wide economic development agencies will be coordinated and used in order to expand the economic base.

Future commercial and industrial enterprises should be directed into existing communities or into areas adjacent to existing communities. Agricultural enterprises should be encouraged to develop where land and water resources are best suited to the policy of developing the agricultural economic base while encouraging preservation of prime farm land. Intensive agricultural operations that encourage use of prime farm land and enhance production from those lands should be encouraged to locate in those areas best suited to improvement of the agricultural economic base.

The County's economic development agency will convene regular meetings with representatives from business and public interests in order to develop and refine a county-wide economic development strategy. The County will use existing target industry studies for the area in order to guide these efforts.

Beaver County will use the resources at its disposal in order to attract new business to the area, with emphasis being placed on those industries identified by current studies as being the most suitable for the region. The County will also concentrate on enhancing conditions for the retention and expansion of existing businesses.

The County will seek to develop or encourage the development of supplemental financing programs for qualified new or expanding businesses. The County will work with the State and region in order to make tax credits or other financial incentives available to such businesses.

As a separate but important contributing factor to the economic growth of the area, travel and tourism will be promoted in coordination with statewide and regional travel council.

Land use

Future development on lands under the jurisdiction of the County should be in harmony with the rural character of the areas for which they are proposed. As a basis for all land use decisions affecting land within the County's jurisdiction, it is recommended that new development, including residential subdivisions and commercial and industrial activities with the exception of agricultural development, be permitted to occur only within the boundaries of incorporated communities or, when justified, immediately adjacent to such communities. Industries that lend diversity and strength to the local economy should be encouraged to develop, however, in such areas as are consistent with the needs for that industry and the ability of that industry and the local communities to provide necessary infrastructure support. Proposed projects and uses which may be exceptions to this policy should demonstrate that the location of the proposed uses are necessarily and appropriately associated with existing resources and compatible with existing, permitted uses. Special care should be taken to provide for land use compatibility and sufficient infrastructure support, without unnecessary or arbitrary restriction.

As noted above, all or nearly all residential development should occur only within existing communities. Existing and approved subdivisions outside municipal boundaries should be permitted to complete their improvements but should be required to meet all health and sanitation laws and regulations, and other reasonable requirements imposed by the County which are in keeping with the goals outlined in this master plan. New residential subdivisions should not be permitted unless it can be demonstrated that the proposed projects are justified both as to need and location. New subdivisions, if approved, will be required to provide adequate culinary water and adequate means of sanitary sewage disposal. Such developments should be required to take measures which will mitigate environmental impacts and should be designed so as not to detract from the visual quality of the area. The county will modify its land-use ordinances to accommodate the differing needs and limitations of standard residential subdivisions and mountain/recreation residential subdivisions. The application of clustering concepts to the latter will be especially encouraged.

All permitted remote developments should be encouraged or required to use clustering concepts in their design in order to reduce the impact on the land and to facilitate the cost-effective delivery of certain public services.

Retail or wholesale commercial activities, where permitted, should be concentrated in appropriate areas rather than dispersed as has been the practice in the past. The most appropriate locations are generally near traffic nodes and existing community infrastructure.

The grouping of commercial activities provides mutual benefit to all establishments in terms of shared parking and a shared customer pool, minimizes traffic conflict points along highways, provides for greater economy in infrastructure requirements, and lessens the visual impact on the rural landscape. Where viable commercial development is proposed for land adjacent to an existing municipality, the land should normally be annexed by the municipality. Dispersed commercial activities should be discouraged.

The County will use the resources at its disposal to develop the industrial park near Beaver City as an option for new or expanding businesses to locate their operations.

Prime agricultural lands should be preserved for the benefit of present and future generations. Innovation and improvements in agricultural practices, however, should not be discouraged. Intensive agricultural operations that enhance value of commodities grown in the County and that develop new agricultural lands or enhance existing lands should be encouraged. The County will work with the appropriate business entities and governmental agencies to identify prime agricultural lands and formulate policies for their management and improvement.

The Beaver County Zoning Ordinance and other land use ordinances will be continually reviewed and revised, as needed, to insure that the ordinance is in harmony with the intent of the goals and policies set forth in the Master Plan.

Transportation & Circulation

The County should work closely with the existing communities and the State in order to coordinate transportation and circulation needs, and to plan for expansions and maintenance of the present circulation network in order to ensure smooth transitions between jurisdictions.

The County should continually update and revise a capital improvements plan which ensures the timely and cost-effective maintenance of existing roadways under its jurisdiction. The County should also create a current street/transportation plan which clearly shows the hierarchy of roads -- existing and proposed -- and which contains concise standards for the planning and design of roads.

New developments should be integrated into the existing or planned circulation system, where possible. Where such developments will create impacts which will require modifications or improvements to the existing circulation system, the developers should be required to bear the cost of the modifications or improvements.

Public Facilities & Services

The County will periodically review and update the General Plan, and will engage in short- and long-range planning in order to achieve the goals and objectives of the General Plan.

The County will follow a capital improvements program which will insure that infrastructure needs are anticipated and addressed in a prudent and timely manner. The program will be continually updated in order to accommodate changing needs and priorities.

The County will continually update local laws and ordinances so that they pertain to the circumstances of the County and conform to state law.

The County will coordinate its community and economic development efforts with the school district, as needed, in order to ensure that county residents have access to a wide variety of educational opportunities.

The County will work to insure that health care needs of county residents are met by providing adequately staffed and equipped medical facilities.

The County will work to insure that public utilities are available to county residents to the degree needed to provide for their health, safety, and welfare, and to accommodate the growth and development of the communities within the County.

The County will cooperate with communities, private interests, and state and federal agencies in order to provide adequate recreational facilities to county residents and visitors.

Housing

The County will ensure that all future dwellings comply with existing codes and ordinances.

The County will support private efforts to provide opportunities for affordable housing to all citizens, as long as such development is properly located, aesthetically designed and soundly constructed. Fire safety will be a paramount concern in the construction and/or emplacement of multiple family dwellings and manufactured housing units.