



Bear Lake Valley Blueprint and Toolkit Building a Legacy Together





Acknowledgements

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The Cottle Consortium – David and Claudia Cottle

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Thanks to all steering committee members and funding sponsors for valuable contributions to the *Bear Lake Valley Blueprint!* Most of all, thanks to community leaders and the public who, through the Blueprint process, created a vision for the future of Bear Lake Valley.

Thanks to those who made the printing of this document possible.

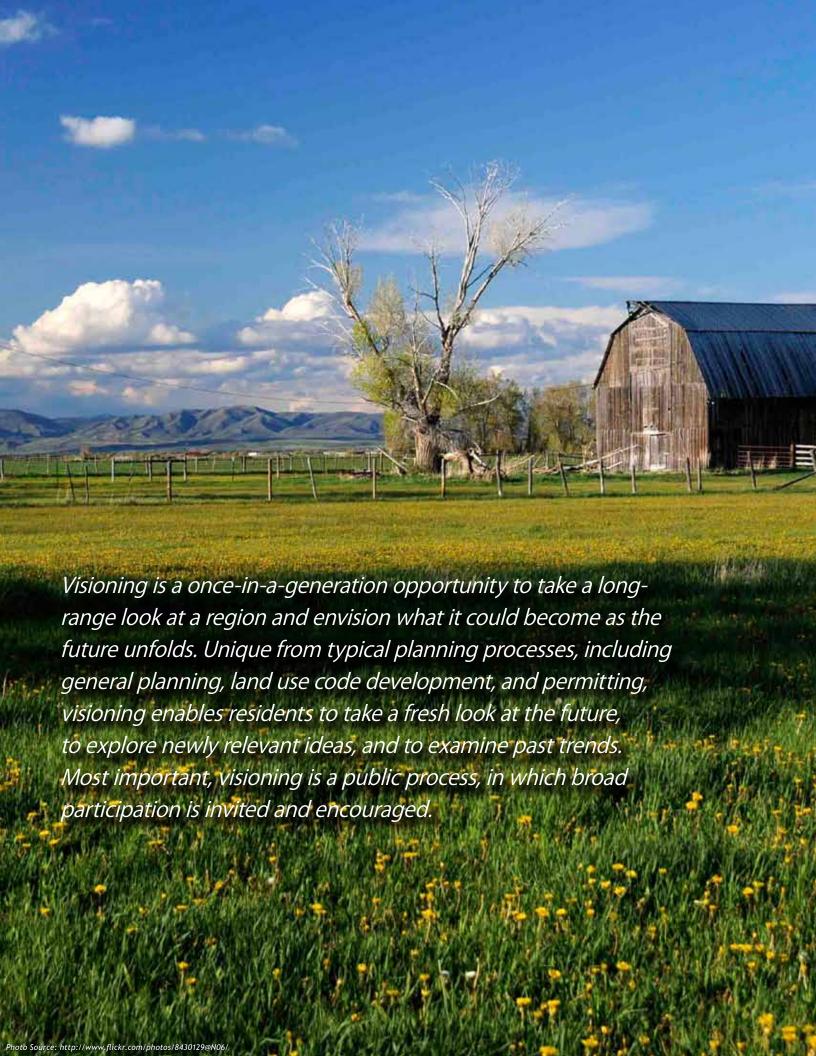
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The Bear Lake Valley Blueprint is an opportunity to explore growth-related issues and to think together about what we want the Bear Lake area—both Rich County, Utah, and Bear Lake County, Idaho—to be like in the future.

What is the Bear Lake Valley Blueprint?

Because this is a grassroots-up process, its goal is to create a vision that reflects the values of the public, the voice of the public, and the vision of the public. Broad public participation is invaluable as, together, we build a legacy for future generations.

Increasingly, Bear Lake County and Rich County are becoming an interdependent region, with Bear Lake at its heart. Political boundaries like county or state lines are important in many respects, but regions often transcend lines on a map. We drive the same roads, share economic challenges, and enjoy the same natural resources. Many of the decisions that we make locally affect everyone regionally.

As the decisions that we make today affect neighboring communities, the decisions that we make also affect future generations. We help shape much of the future—from employment opportunities and public infrastructure to recreational options and natural resources—now. The Bear Lake Valley Blueprint enables us to ask the questions: What legacy should we leave behind for future generations? What kind of future do we want to create for our children and grandchildren?

The Blueprint captures a common dream for the future while respecting the private property rights of landowners. With this dream in mind, we can move beyond asking, "What do we want?" and move toward answering, "How do we get there?" The broad public

participation of this process makes the Vision and implementation strategy politically actionable. The Blueprint represents a legacy that can be created for future generations, as citizens and community leaders work together toward common goals.

Background

A steering committee of local citizens guided the *Bear Lake Valley Blueprint* process, and Envision Utah, a nonprofit that pioneered regional visioning, facilitated the effort. Committee members committed to a transparent and public process in which citizens could explore the challenges and opportunities associated with growth and work toward the creation of a long-term vision for the region. Participants explored such issues as growth locations and patterns, private property rights, water quality, recreation, job growth, housing, and agriculture.

Assumptions:

Residents have the right to choose their future—public officials should serve that vision. The "public" will make good choices if presented with real options.

Preserving our quality of life as a community and protecting individual private property rights is essential

Implementation is local. A regional vision enables cooperation and the exploration of potential implementation strategies. Citizens and their leaders determine in their own communities which strategies make the most sense to implement at a local level.

Process

The Bear Lake Valley Blueprint was designed to achieve a broadly-supported, publicly created vision of how residents want the region to grow. It is a scenarios planning process that enables residents to

create, examine and test several alternative growth patterns to better understand the impacts of today's decisions on our future quality of life. Basic steps include:

- Forming a broad, representative steering committee to guide the process.
- Researching recent and projected population and land use trends.
- Developing a baseline scenario, a picture of the region that projects recent land use trends into the future.
- Engaging citizens and stakeholders in activities that explore growth issues and choices through eight workshops and an online survey.
- Developing a range of alternative growth scenarios based on public preferences that explore growth issues and choices. Each scenario is a "snapshot" illustrating and testing various growth options.
- Exploring the consequences of various land-use decisions in each scenario.
- Engaging citizens and stakeholders in evaluation of the scenarios and their components (three town hall meetings and an online survey).
- Creating a vision statement, vision principles that reflect public values, and an illustrated vision map.
- Developing a plausible implementation framework and compiling an implementation toolkit for use by local communities and residents.
- Empowering local leaders, citizens and stakeholders to implement the Vision.

"The future is not some place we're going to, but a place we are creating. The paths to it are not found, they are made." –Jane Garvey

What Could the Bear Lake Area Be Like in 2060?

State and county governments routinely prepare population estimates and projections to improve their ability to plan and provide needed services, and these numbers are widely used by local governments, schools, and businesses. Working from a baseline year, demographers project births, deaths, and migration out to a given year to create a population projection. Unlike many parts of Utah and Idaho, which are experiencing rapid annual rates of permanent resident population growth, Bear Lake County and Rich County are not expected to add large permanent populations in the next 50 years. Projections for Bear Lake County envision a relatively stable population, and Rich County, with a significantly smaller current population, is expected to double its population. Across the counties, the overall permanent resident population is projected to increase from about 8,000 to 10,000, but population estimates and projections are only part of the picture.

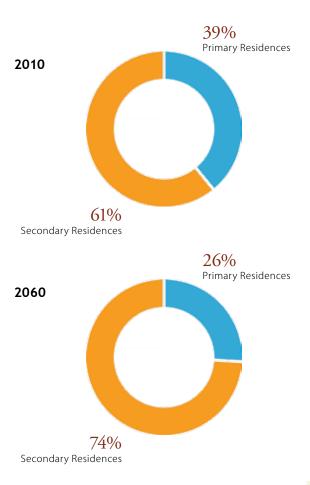
When we examine housing trends and projections, it is clear that part-time residents, who are not captured in population projections, will play a significant role in the growth of the Bear Lake area. While the region's full-time population is growing modestly, housing stock is increasing rapidly, largely due to the increase in part-time residents. The Blueprint process examined housing units developed between 1990 and 2010, or roughly two economic cycles. Rich County's housing stock grew from 1,573 units in 1990 to 2,782 units in 2010, and Bear Lake County grew from 2,583 units to 3,595. Today, 61% of our housing stock is second homes. By 2060, second homes are projected to comprise 74% of our housing stock.

Given the likelihood of growth, it is helpful to examine recent development patterns in detail to discover what life might be like if the Bear Lake area continues growing as it has. The Blueprint includes the development of a "baseline scenario," or picture of what the region may look like if growth continues both where and how it has in the past. Simply put, the baseline projects the patterns of the last 20 years into the future. It does not necessarily project the most

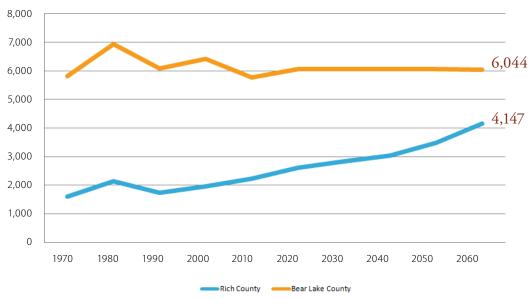


likely future, but it does provide a baseline to which other ideas—ideas that come from the public—can be compared. In the Blueprint process, the baseline helps residents ask themselves if the region is heading toward the future they desire or if some changes are in order.

Region-wide Share of Housing

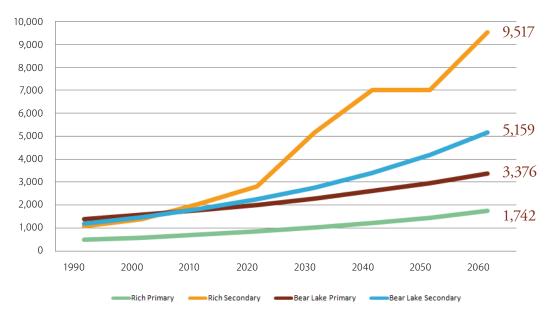


Population & Projections by County



Source: US Census, Utah Governors Office of Planning & Budget, and Bear Lake County

Housing Units Built and Projected: Primary and Secondary Residences by County



 $Source: Bear Lake County \ Assessor, Rich \ County \ Assessor, \ Utah \ Governors \ Office \ of \ Planning \ \& \ Budget, \ and \ Envision \ Utah \ Governors \ Office \ of \ Planning \ \& \ Budget, \ and \ Envision \ Utah \ Governors \ Office \ of \ Planning \ \& \ Budget, \ and \ Envision \ Utah \ Governors \ Office \ of \ Planning \ \& \ Budget, \ and \ Envision \ Utah \ Governors \ Office \ of \ Planning \ \& \ Budget, \ and \ Envision \ Utah \ Governors \ Office \ of \ Planning \ \& \ Budget, \ and \ Envision \ Utah \ Governors \ Office \ Office$

As in many regions in the United States, our population is growing, but our land use patterns are also changing. Nationally, we develop almost two million acres per year. Over the past two decades developed land has increased almost 50%, while our population has increased less

than 25%. In general, our urbanized land area is growing at a faster rate than our population. We are building on larger lots than we used to. The Blueprint explores not only population growth, but also how we use our land. **How** we grow makes a difference









Citizens from all nine municipalities as well as unincorporated areas of Bear Lake County and Rich County participated in the Bear Lake Valley Blueprint process, making possible the creation of a regional vision created by the public. Workshops enabled residents to craft maps expressing their ideal future, town hall meetings provided opportunities to evaluate ideas proposed by the public at prior events, and online surveys provided another way to provide feedback. More than 1,000 people were involved in the creation of the Blueprint.

The Bear Lake Valley *Blueprint* Steering Committee

The steering committee is composed of a diverse group of citizens, community leaders, and elected officials. Charged with guiding the visioning effort, the steering committee ensured a transparent process that encouraged and welcomed public participation, giving citizens the opportunity to explore the challenges associated with growth and express preferences leading to the creation of a publicly supported regional vision. Envision Utah facilitated the process under the direction of the steering committee.

The Baseline Scenario

The Blueprint is a scenarios planning process. A scenarios planning process enables a region to

explore and test several alternative growth patterns to better understand the impact of today's decisions on future quality of life. Scenarios planning begins with an analysis of what the future could be like if recent trends continue. The 2060 Baseline Scenario represents this projection.

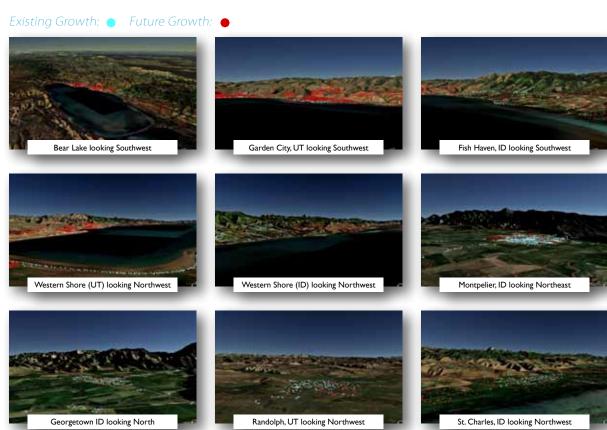
The baseline scenario was created by examining development patterns of the last 20 years (1990-2010)—two complete economic cycles—to understand how much and where growth has occurred, and what development patterns, including average lot sizes, it has followed. This information was used to create a picture of our region in the future if trends continue. When we project housing trends forward, we see significant growth in both counties, with about 13,400 new homes built. About 10,800 of them would be second homes, and 2,600 would be

primary residences. There will be almost three times as many houses in 2060 as there are today, and more than 40,000 acres of land will be affected.

Is the baseline the most likely picture of the future? No. It's simply a plausible projection of a 20-year trend, without speculating about demographic shifts, the economy, or changes to land use plans. While it is not necessarily the most likely future, it does provide a sense of where the region may be headed if past trends continue. It also provides a point of reference to compare ideas generated by the public.

While it is interesting to speculate about how much we will grow, it is most helpful to examine how we grow. In reality, we don't know for sure how much we will grow, but if we know how we want to grow, we will be prepared for whatever growth comes.

What might future growth look like in the Bear Lake Valley area?



Public Workshops and Survey

Community events are the heart of the visioning process. These events capture public values and preferences regarding growth to create a citizensupported long-term vision. Public workshops are the first step in this process. Citizens participated in eight workshops and an online survey in August and September 2010. Workshops were held in Fish Haven, Garden City, Georgetown, Montpelier, Paris, Randolph, and Salt Lake City. An additional meeting was also held for all local leaders and elected officials. Participants explored how growth could occur in future years, and those at the workshops worked collectively to create 32 maps illustrating their ideas regarding jobs, housing, transportation, conservation, and recreation. These preferences, along with information from a survey conducted at each workshop and on the Internet, were analyzed and used to develop alternative growth scenarios.

Analysis of Public Ideas and Preferences

Following the workshops, the steering committee and project facilitators reviewed the maps and survey results to identify common values and themes and to ensure that the voice of the public guided subsequent steps.

Survey results generated a list of ideas that helped to express the region's values. Among a wide range of possible goals, community members identified the following as important or very important to future quality of life:

- Maintain/improve air and water quality (90%)
- Preserve scenic beauty (90%)
- Preserve wildlife habitat (86%)
- Conserve water (84%)
- Coordination of local governments to address growth issues (80%/84%*)
- Provide access to outdoor recreation (77%)
- Retain viable agricultural land (76%)
- Provide more trails for walking and biking (62%)
- Create a trail around Bear Lake (59%)



Citizens created 32 maps at eight workshops. They expressed their ideas and preferences for growth using markers to identify valued critical lands, colored tape to identify trails and desired transportation routes and modes, and paper squares to identify patterns and locations for housing and employment.

- Reuse underutilized land and buildings (infill and redevelopment) (53%)
- Maintain/expand strong downtowns or centers (51%)

*Repeated question in scenarios survey

Some of the features related to the above goals are tied to land use and can be measured across alternative growth scenarios. Later in the process, these measures enabled citizens to compare the growth scenarios against common values.

Analysis also included examining the citizen-created maps and observing the choices participants made regarding critical lands conservation, housing, employment, recreation, and transportation. The purpose of this discussion was to shape three alternative growth scenarios from broadly supported ideas. Some questions included:

- What land use patterns emerge across many maps?
- How is housing arranged?
- What is the job mix like?
- What transportation focus appears repeatedly?
- Which lands are identified for conservation and why?
- What recreation goals are apparent?

What Themes Appeared on the Maps?

Housing Trends

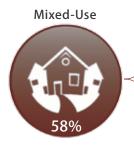
Citizens glued paper "chips" onto the maps to identify housing preferences. When housing units were tallied, 58% of those used were in mixed-use developments, with the remaining 42% in single-use subdivisions. In general, citizens envisioned growth that is more mixed-use and more compact than what has been built in recent decades.

Roads (Percentage of Maps Including This Feature)

- 41%: paved the road through Dingle
- 33%: bypass or grid in Garden City

Single Use

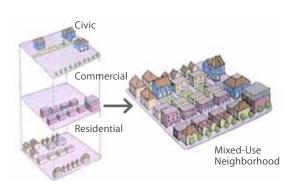
Ranch Estate (20-acre lots): 1%
Ranch (10-acre): 1%
Ranchette (5-acre): 2%
Large (1-acre): 9%
Medium (1/2-acre): 10%
Small (1/4-acre): 6%
Townhome: 8%
Hospitality: 5%



Cluster (50% open space): 1%
Mixed-Use Neighborhood: 7%
Compact Mixed-Use
Neighborhood: 14%
Town Center: 23%
Hospitality-Oriented
Town Center: 13%

- 33%: improvements to Hwy. 89
- 33%: better access to the airport

What Is Mixed-Use? In mixed-use development, compatible land-uses (residential, retail, commercial, and civic uses) blend to create a pedestrian-friendly design.



Public Transportation (Percentage of Maps Including This Feature)

• 38%: route between Laketown and Montpelier (or portions of thereof)

Trails and Recreation

- 100%: trail around the lake (50% identified a separated, paved trail)
- 44%: new/enhanced marinas

Conservation of Natural resources and Agriculture

- Federal Lands (National Forest, National Wildlife Refuge, and BLM)
- Water Quality Areas (lakes, rivers, wetlands, riparian corridors, and municipal well protection)
- Agricultural Lands (north, south, and along the lake)
- View sheds/corridors (along state roads and the lake)

Analysis Maps

The "Average" Map

When the workshop maps are aggregated, some of the ideas to test in alternative growth scenarios become apparent. The average map includes the following features:

- Twenty-acre lots accommodate less than 1% of the population, but account for almost 25% of the total developed acreage.
- Light industrial jobs account for 25% of all jobs.
- Town centers accommodate 36% of the population and account for about 8% of the total developed acreage.
- A trail system loops Bear Lake.

The analysis maps (two are shown here) compile all of the chips placed across 32 maps at the public workshops, exploring broad trends and public preferences.

Workshop Analysis Chip Frequency - All Chips Includes any cells where at least one chip was placed.

What is a chip?

At the workshops, citizens used paper chips and maps of the Bear Lake area to identify preferred development locations and patterns. Each chip identifies a specific land-use (i.e. one-acre house lots, and office park, a town center) and associated dwelling units and/or jobs. The chips are scaled to the map, so the land area they cover on the map represents the actual land area they would cover on the ground.

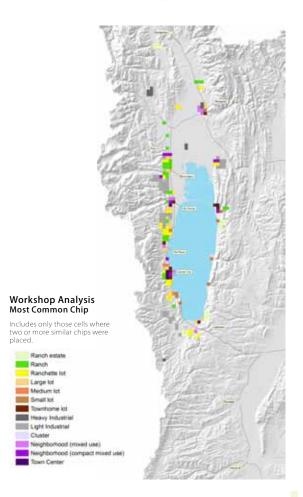












Alternative Growth Scenario Development

Based on themes explored by the public, growth scenarios explore alternatives to baseline scenario growth patterns. All scenarios assume the same number of new homes and jobs; however, the scenarios differ in significant ways: location and type of growth, transportation investments proposed, recreational amenities suggested, and the conservation of natural resources and agriculture. The next section describes the ideas and concepts used in the four scenarios.

Scenario A: Baseline

The Baseline Scenario projects recent growth patterns out to 2060. It reflects the path we are currently pursuing. Lots are typical in size and location to what has been built in the last 20 years. Overall, housing is dispersed, with some pockets of compact growth in towns. Most lots have large back yards. Shopping, jobs, and recreation tend to be away from houses.

Housing and Employment:

• Dispersed development

Conservation of Natural Resources and Agriculture:

• Federal lands (National Forest, National Wildlife Refuge, Bureau of Land Management)

Public Transportation:

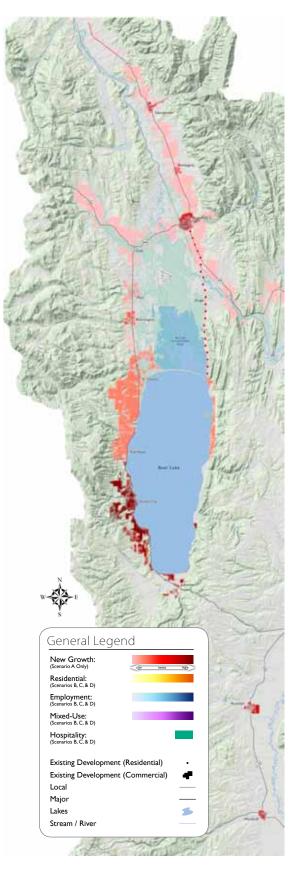
• No additions

Roads: -●-●-

• Road enhancement between Montpelier and Bear Lake through Dingle

Trails:

No additions



Scenario B: Estate Lots

The Estate Lots Scenario explores a dispersed development pattern along the region's hillsides and road corridors, paired with mixed-used neighborhoods in some communities and a hospitality town center in Garden City.

Housing and Employment:

- Some mixed-use development in towns
- Dispersed hillside/corridor development
- Emphasis on light industry, some office parks and retail/commercial strips

Conservation of Natural Resources and Agriculture:

- Federal lands (National Forest, National Wildlife Refuge, Bureau of Land Management)
- Water quality areas (lakes, rivers, wetlands, riparian corridors, municipal well protection)
- Agricultural lands (outside lake area)

Public Transportation:

No additions

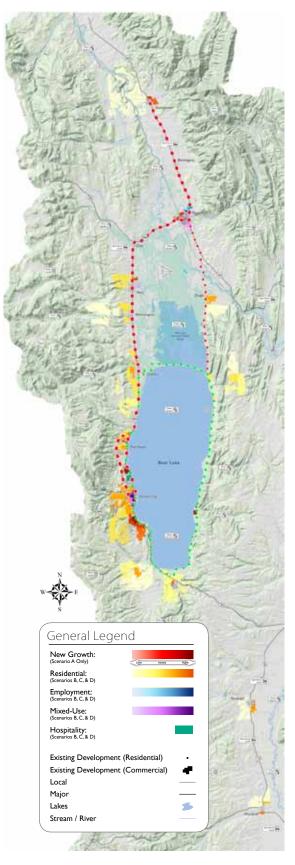
Roads:



- Road enhancement between Montpelier and Bear Lake through Dingle
- Major bypass from Garden City to Fish Haven
- Hwy. 89/30 expansion to four lanes from Logan Canyon through Georgetown

Trails:

• Paved trail within road right-of-way around Bear Lake



Scenario C: Farm Towns/Recreation Villages and Clusters

Scenario C explores modest growth in most communities as a means to strengthen existing farming communities and recreation areas. Most growth is in a mixed-use pattern, providing access to goods and services within most communities.

Housing and Employment:

- Mostly mixed-use
- Centers and services in all towns
- Centers and services on east side of lake
- Hillside clusters
- Light industrial parks; more office, retail, and commercial integrated into town and neighborhood centers

Conservation of Natural Resources and Agriculture:

- Federal lands (National Forest, National Wildlife Refuge, Bureau of Land Management)
- Water quality areas (lakes, rivers, wetlands, riparian corridors, municipal well protection)
- Agricultural lands (outside lake area and some agricultural land along the lake)
- View sheds/corridors (many along state roads, some along the lake)

Public Transportation:

• Laketown to Montpelier

Roads:



- Road enhancement between Montpelier and Bear Lake through Dingle
- Garden City street grid with minor bypass at west edge of grid, providing multiple ways to get through town
- Highway 89 expansion to add turn lanes and some center lanes from Logan Canyon through Georgetown

Trails:

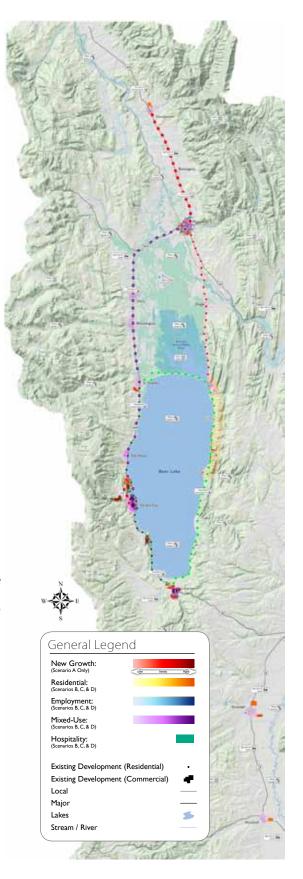




- Paved trail within road right-of-way around east side of Bear Lake
- Separated paved trail around west side of Bear Lake

Other:

- East side sewer development
- Addition of new marina on north or east side



Scenario D: Recreation Town/Main Street, USA

In Scenario D, Garden City and Montpelier absorb most of the region's growth, as Garden City emerges as a recreation destination and Montpelier focuses on workforce training and job creation to revitalize its historic downtown.

Housing and Employment:

- Mostly mixed-use
- Mostly in Garden City and Montpelier
- Montpelier: recreation center, senior housing, community college extension
- Light industrial parks; most office, retail, and commercial integrated into town and neighborhood centers

Conservation of Natural Resources and Agriculture:

- Federal lands (National Forest, National Wildlife Refuge, Bureau of Land Management)
- Water quality areas (lakes, rivers, wetlands, riparian corridors, municipal well protection)
- Agricultural lands (outside lake area and more agricultural land along the lake)
- View sheds/corridors (many along state roads, many along the lake)

Public Transportation:



- Laketown to Montpelier
- Montpelier to Soda Springs
- Garden City to Beaver Mountain and Logan

Roads:



- Road enhancement between Montpelier and Bear Lake through Dingle
- Garden City street grid with minor bypass at west edge of grid, providing multiple ways to get through town
- Highway 89 expansion to add turn lanes and some center lanes from Logan Canyon through Georgetown
- Enhanced access to the airport

Trails:

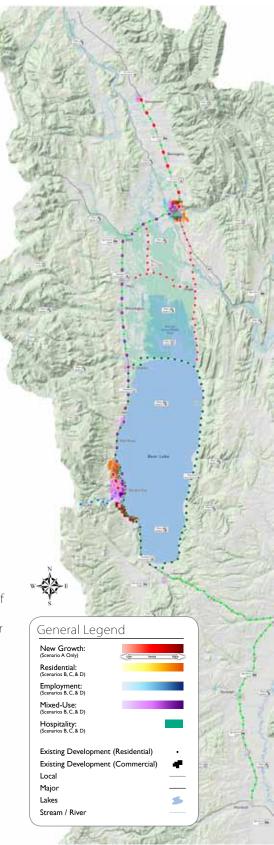




- Separated paved trail around Bear Lake
- Paved trail within road right-of-way region-wide beyond the lake (Highways 89, 30, and 16)

Other:

- Expansion of existing west side marina
- Night sky protection



Comparing the Growth Scenarios

Many of the measures selected to evaluate the scenarios reflect the issues that residents said were most important at the public workshops. When scenarios were compared, residents gained a sense of some of the potential impacts of growth choices. Single homes on large lots have more yard space but consume more land. Townhomes have smaller yards but cost less. When land uses are separated and farther apart, more miles of roads and other infrastructure are required, increasing public costs. When land uses are blended and closer together, fewer miles of infrastructure are needed and more walking tends to occur.

Land-use decisions generally have long-term impacts. Evaluating these impacts ahead of making choices on the ground can help guide growth into patterns that yield outcomes desired by citizens. Each of the scenarios include the same number of homes and jobs, but they test different decisions regarding conservation priorities, housing and employment patterns, recreational amenities, and transportation investments. Envision Utah tested the scenarios using its IMPACS model.

New Local Infrastructure Costs

(Today's dollars: Local road construction and maintenance, culinary water, sewer, storm water)

Total Cost (Millions)



Annual Cost (Millions)



Cost Per New Dwelling



Land Conservation

Total Developed Acres

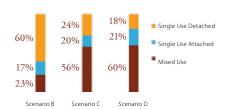


Total Conserved Acres (Relative to Baseline)



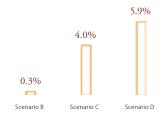
New Housing

Housing Mix



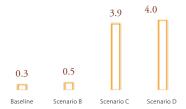
Acres Redeveloped

(Percent of Total New Housing Development)



Average Housing Density

(Units per Developed Acre)



Water Quality and New Water Consumption

New Impervious Acres

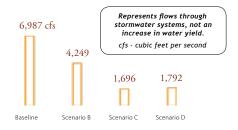


Impervious surfaces represent impenetrable surfaces (pavement, sidewalks, parking lots, etc.) that severely hamper or prevent water to penetrate thereby reducing nature's ability to filter and clean water and absorb stormwater.

Water Demand (Acre Feet)



Average Annual New Storm Water Flow



Local and Regional Transportation

Local Roads: New Miles



Local Roads: Construction Costs



Regional Roads: Construction/ Improvement Costs



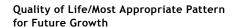
Town Hall Meetings and Survey

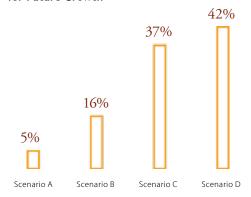
In November 2010, citizens participated in three town hall meetings, held in Garden City, Montpelier, and Salt Lake City. At these meetings, the baseline scenario and the alternative growth scenarios were presented and compared. Participants evaluated the scenarios and expressed their preferences regarding general growth patterns and the elements of the scenarios they most favored. These elements included housing and employment patterns and recreation and conservation priorities. A companion online survey was available November 2010 through February 2011.

What Did the Public Say?

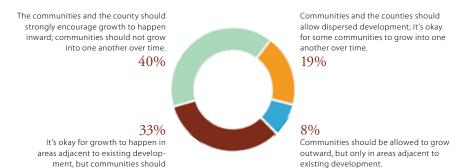
Bear Lake area citizens examined the alternative growth scenarios and expressed their preferences for future growth.

General Growth



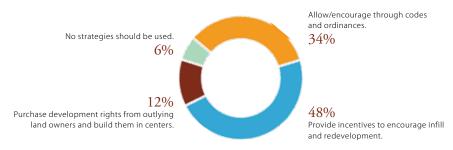


General Growth Pattern



Preferred Strategy to Encourage Desired Growth Pattern

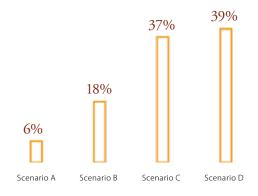
encourage inward growth.



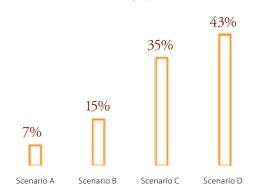


Housing and Employment

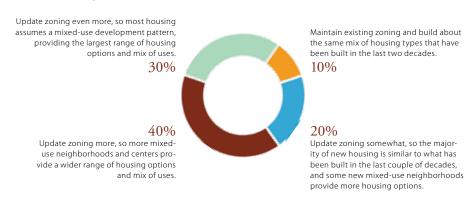
Preferred Scenario: Housing



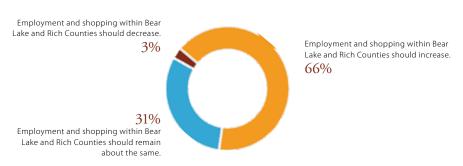
Preferred Scenario: Employment



What Should Zoning Allow?

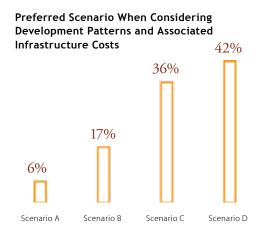


Employment and Shopping Preference

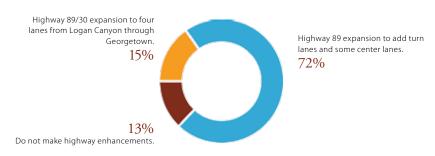




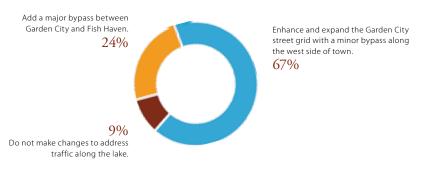
Transportation and Infrastructure



Preferred Highway Enhancements

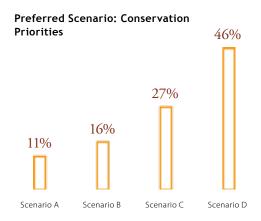


Preferred Way to Handle Traffic in the Garden City Area

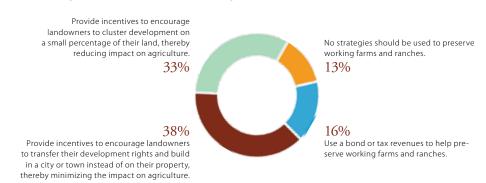




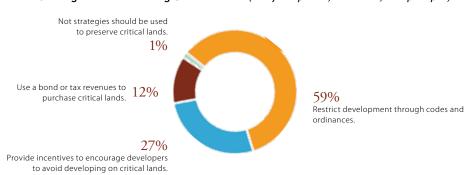
Natural Resources and Agriculture



Preferred Agricultural Preservation Strategies

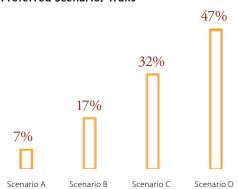


Preferred Strategies for Preserving Critical Lands (i.e. floodplains, wetlands, steep slopes)



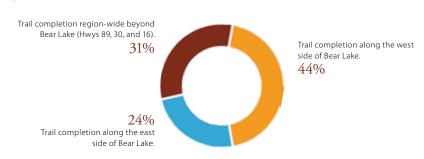
Recreation and Trails

Preferred Scenario: Trails

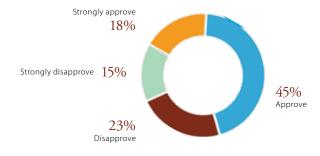




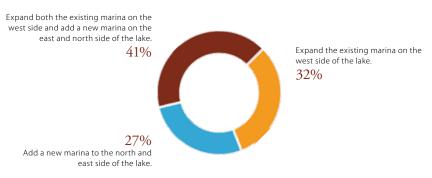
Most Important Trail-Related Goal



Exploring a Tax or Bond to Purchase Land or Easements for Trail Construction

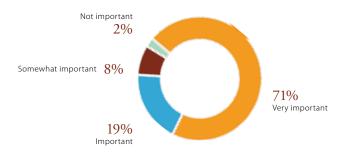


Addressing Demand for Marina Service



Coordination

Importance of Local Government Coordination to Address Growth Issues



Vision Development

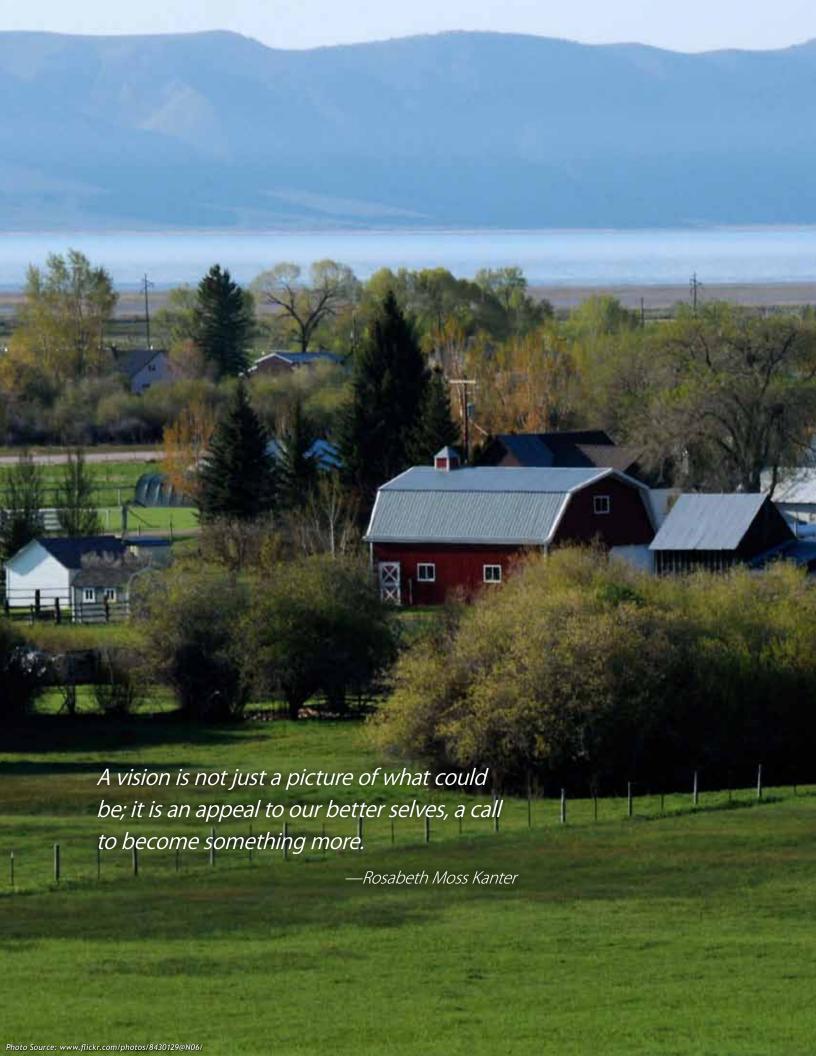
Following the town hall meetings and online surveys, the steering committee and project facilitators brought together the meeting recommendations and survey results to identify the publicly-supported themes. These themes served as the basis of the Vision statement and vision principles. The preferred components of the growth scenarios are reflected in the Vision map, one plausible way that the region could grow if the Vision principles are implemented. The steering committee reviewed and refined the Vision, which is featured in the following chapter.

Local Leaders Forum

The visioning process is really just the beginning, a first step toward realizing the vision that Bear Lake area citizens desire. In April 2011, local leaders, including mayors, councils, commissions, and planning and zoning boards from the cities and counties, convened to hear the steering committee's report on the visioning process, explored the Vision, and discussed the process of implementation.

Vision Summit

The culmination of the public events surrounding the Blueprint process, the Vision Summit, held in May 2011, enabled citizens, community leaders, and elected officials to review the *Blueprint* process, and, most importantly, its results: The *Bear Lake Valley Vision*.







Bear Lake Valley Blueprint: Building a Legacy Together

The Bear Lake Valley Blueprint is a historic effort by citizens and community leaders to listen and identify a common, voluntary framework for decisions that will affect our future. The result is the Vision statement and twelve companion principles to guide future growth. As cities and the counties apply vision principles in specific actions tailored to the unique needs and characteristics of each community, the Vision will be realized.

Vision Statement

Neighborly communities. Matchless recreation. Agricultural heritage. Unparalleled natural resources. Together, we grow our legacy.

The Bear Lake Valley provides a matchless quality of life, nestled among the mountains, with Bear Lake at its heart. Bear Lake County and Rich County offer a unique mix of communities, natural resources, working landscapes, recreational opportunities, and innovative and resourceful people.

Together, we value our rural lifestyle, characterized by our close-knit towns and cities as well as our natural surroundings and nearby agricultural lands. We will invest in our communities while enhancing farming and ranching opportunities, safeguarding natural resources, and growing recreational assets. We encourage the creativity and resourcefulness of our people, whose innovation will foster economic growth.

working farms and ranches

take action

action



viable AGRICULTURE

agriculture

innovative practices and policy

SCENIC BEAUTY

job creation

WILDLIFE HABITAT

afeguard HAI

Sateguard NATURAL DESCUIRCE

NATURAL RESOURCES

BEAR LAK

preserve and protec

Photo Source: Utah Division of Wildlife Resources

quality

Natural Resources & Agriculture

1. Safeguard natural resources.

Preserve and protect water quality, wildlife habitat, and the scenic beauty of Bear Lake and the Bear Lake Valley.

We encourage the use of tools to protect, maintain, and improve the quality of riparian areas, wetlands, wildlife habitat, and scenic beauty. Natural resource networks should be maintained and improved, and tools to focus growth in existing communities should be used to reduce the pressure to develop on sensitive lands and to preserve our quality of life. Such resources as our night sky, the scenic views around Bear Lake, and the views along our scenic roadways should also be protected.

2. Sustain agriculture. Support innovative practices and policies that keep agriculture viable.

To strengthen viable agriculture, we encourage exploring practices to increase long-term profitability, such as identifying direct markets, value-added services or processing, tourism, and rangeland management. We support preserving and protecting agricultural lands and the lifestyle they represent by implementing tools to encourage the preservation of working farms and ranches.

h istoric downtown

support existing communities

cluster development

reimagining underused space

job creation

walkable

be

safeguard n a t u r a l resources

PROACTIVE

recreation destination

heart of our community

General Growth

3. Focus growth. Encourage focused growth within existing communities.

We value our existing towns and cities and encourage investment in them and commitment to their health. We support walkable, more compact growth in Garden City as it grows into a recreation destination. We encourage the revitalization of Montpelier's historic downtown as the community focuses on workforce training and job creation. Recycling and reimagining underused or unused spaces in the hearts of our communities is a priority. When growth does occur away from existing communities, we encourage clustered development for minimal impact on natural resources, working lands, and views.

4. Be proactive. Implement tools to foster quality growth within our existing communities while safeguarding our natural resources and working lands.

With a publicly supported vision identified, we recognize our responsibility to act. We encourage communities to proactively implement tools that encourage what is possible and what people want.

entrepreneurship

BE PROACTIVE

VIBRANT

GROW ECONOMIC TOREACH



VARIETY

develop

OUR STRENGTHS
GROCERY STORE

cultivate community character

Jnique

HO

develop

JOB CENTERS

innovation

friendly



Employment / Economy & Housing

5. Develop our strengths. Cultivate innovation that makes the most of our unique regional assets.

We support innovation as we enhance our existing enterprises, such as agriculture and recreation, and as we endeavor to diversify and expand our market. We support increased educational and workforce training opportunities and business development to meet the needs of locals and visitors while growing the economic reach of our region. We encourage an environment of entrepreneurship and creativity, balancing resource development and stewardship.

6. Develop job centers. Focus compatible employment in existing town centers and new mixed-use neighborhoods while encouraging nearby industry.

We support compatible business investment within our town centers and new neighborhoods because businesses contribute to resilient places that are used and enjoyed in a variety of ways. We encourage identifying and improving sites for compatible industry, providing opportunity for businesses that create their own synergy in the context of industrial parks.

7. Cultivate variety. Encourage mixeduse neighborhoods and town centers that provide housing and convenient access to shopping, recreation, services, schools, and jobs.

Neighborhoods and communities that blend compatible land uses create vibrant, people-friendly spaces that welcome a variety of people and activities. We encourage cultivating these spaces that already exist in our communities and desire a blended pattern of development when new growth occurs. We encourage updating policies where appropriate to create more neighborhoods and centers that blend housing, shopping, recreation, services, schools, and jobs.

8. Provide housing choices. Support a range of housing options to accommodate people of all ages and stages of life.

We desire neighborhoods that cultivate community character and blend a variety of housing options, meeting market and demographic demand, and providing choices for everyone, including primary residents, second home owners, the young, the old, and the workforce.

embrace

ACCESS TO RECREATION



unique

Dlay MOREation

cultivate community character

> quality of life

Photo Source: Bear Lake Convention & Visitors Bureau

enhance

GROWING TOURISM INDUSTRY

regiona trail system

protect critical resources

four-season

Recreation & Trails

9. Play more. Expand access to and opportunities for recreation for local residents and second home owners, and to support our growing tourism industry.

We value the many recreational opportunities in our area, including those associated with Bear Lake, nearby landscapes, and local communities. We encourage local governments to embrace and enhance those recreational opportunities in a way that protects critical natural resources for the benefit of residents and visitors alike. We support developing a regional trail system, including a trail around Bear Lake, trails beyond Bear Lake to connect the communities in our region, and trails to provide access to public lands. We support exploring a tax or bond to purchase land or easements needed for trail construction. We encourage investigating additional recreational facilities and options, including the expansion of the existing marina on the west side of Bear Lake, developing a new marina, exploring four-season recreation opportunities, and building a recreation center in Montpelier.

public transportation



safety

mobility

local street grids

EFFICIENT

bicycle routes

PEDESTRIAN PATHWAYS

ENCOURAGTRANSPORTATION CHOICES





limited expansion

maximize infrastructure

wastewater

strategic investments

Transportation & Infrastructure

10. Be efficient. Invest in efficient infrastructure systems to serve existing communities and future growth. These systems manage such services as transportation, water, wastewater, energy, and communications.

Transportation and the cost of other infrastructure are significant municipal and regional burdens. The cost of infrastructure should be reduced by maximizing existing infrastructure and building new development more compactly, in a fashion that requires fewer miles of roads, pipes, and wires.

11. Encourage transportation

choices. Support limited regional road network expansion, enhanced local road networks, public transportation, bicycle routes, and pedestrian pathways.

We encourage strengthening and building on our local street grids as an efficient means of providing multiple ways to get around and to handle seasonal traffic. We envision strategic but limited investments, such as the addition of turn lanes and center lanes, to regional highways to improve traffic flow and safety. We encourage exploring public transportation options for seasonal visitors and workers as well as to better connect the region to employment and recreational opportunities. We support planning for multiple modes of mobility in existing and new communities, and exploring enhanced regional access to transportation options like the airport.



EMPOWE

GENERATION

take action

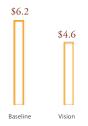
efficient and attractive

Coordination

12. Work Together. Empower local governments, agencies and citizens to support the Bear Lake Valley Blueprint and to meet regional and local goals.

Ensuring a high quality of life for future generations will require close coordination among local governments and agencies, and ongoing citizen involvement. An implementation framework should encourage the realization of the Blueprint and equip local governments to take locally appropriate action. Together, leaders and citizens should explore and implement policies and incentives that encourage growth into efficient and attractive patterns that save taxpayer dollars and safeguard the natural resources on which we depend. Together, we grow our legacy for future generations.

Annual Cost (Millions)



Cost Per New Dwelling



Vision Benefits

How does the *Bear Lake Valley Blueprint* measure up? When measured against our region's baseline, which projects recent growth trends into the future, benefits of the Vision are apparent. Our region will be rewarded with lower infrastructure costs, more focused and vibrant community centers, reduced water consumption, more housing options, greater land conservation potential.

New Local Infrastructure Costs

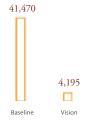
(Today's dollars: Local road construction and maintenance, culinary water, sewer, storm water)

Total Cost (Millions)



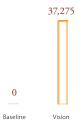
Land Conservation

Total Developed Acres



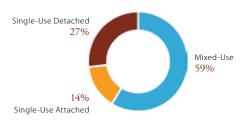
Total Conserved Acres

(Relative to Baseline)

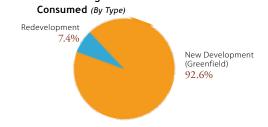


New Housing

Housing Mix (Vision)



New Housing - Percent of Total Acres



Average Housing Density (Developed Acres - Units per Acre)



Water Quality and New Water Consumption

New Impervious Acres



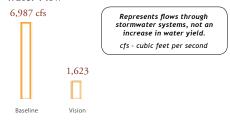
Impervious surfaces represent impenetrable surfaces (pavement, sidewalks, parking lots, etc.) that severely hamper or prevent water to penetrate thereby reducing nature's ability to filter and clean water and absorb stormwater.

Water Demand (Acre Feet)



Average Annual New Storm

Water Flow



Local and Regional Transportation

Local Roads: New Miles

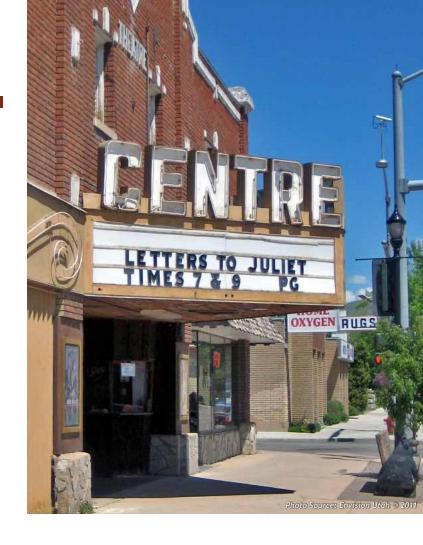


Local Roads: Construction Costs



Local Roads: Construction Costs

Vision: \$18.6 Million
(Excluding Maintenance Costs)



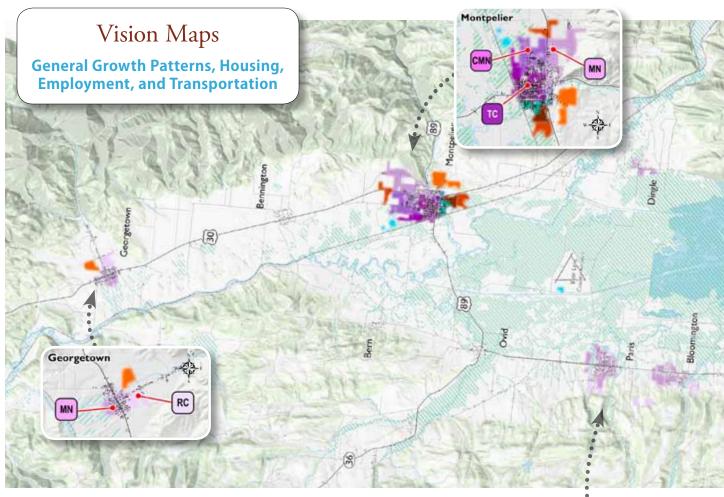
Vision Maps

The vision maps on the following pages illustrate one of many plausible ways that growth could unfold as the vision principles are implemented. The first map highlights general growth patterns, housing, employment, and transportation. The second map explores recreation and trails, as well as the types of natural resources and agricultural lands valued by the public.

Best viewed as a story rather than a prediction, the purpose of the maps is to highlight ideas embodied in the vision principles, from focusing growth primarily in existing communities, to safeguarding our natural resources and agricultural land. The maps are not

intended to be prescriptive. Individual communities could implement the vision principles in many ways to achieve both local relevance and regional benefit.

Finally, mapping one way that growth could occur as vision principles are implemented enabled comparison with the baseline scenario, providing the snapshot of potential benefits outlined in the section above.



Rural Cluster:

Concentrates growth on a small percentage of a parcel in order to permanently preserve land with conservation values (agricultural land, recreational opportunities, or critical lands).



Includes a wide range of single-family homes on a variety of small to large lots. Parks, trails, a place of worship, a school, and perhaps a small market or café are within walking distance.

Compact Mixed-Use Neighborhood:

Includes a wide range of single-family homes on smaller lot sizes. Parks, trails, a place of worship, a school, and perhaps a small market or café are within walking distance.

Town Center:

A walkable area blending small businesses, civic buildings, compact housing (some above businesses), and perhaps a small plaza. The edges are composed of single-family homes, townhouses, parks and trails, places of worship, and schools.

Hospitality Town Center:

Features the same characteristics of a town center, with the addition of hotels, lodges, and time-shares.



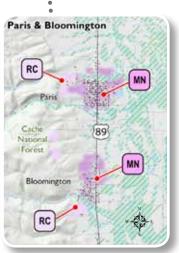


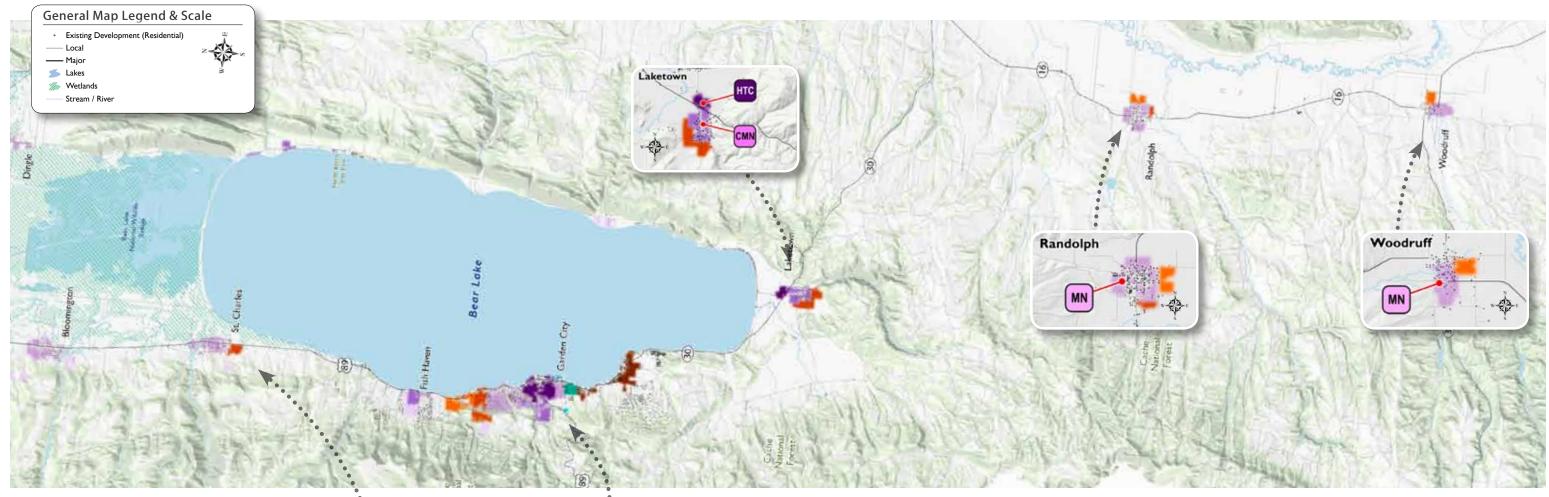












LAND USE KEY

Residential: A range from large estate lots to townhomes.

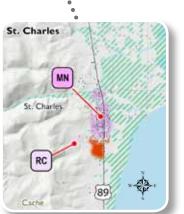


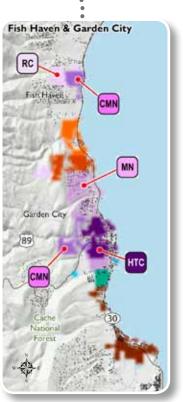
Employment: Jobs per acre (Office parks are most intense, followed by retail, heavy industrial, and light industrial).

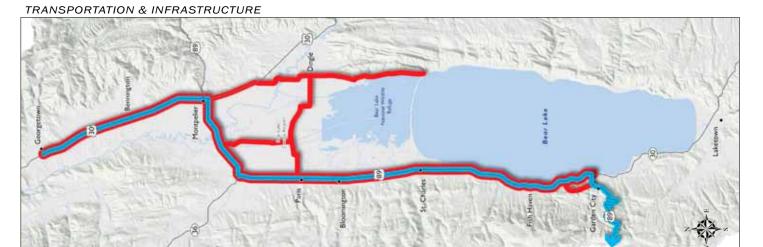


Mixed Use: Blends varied housing types with compatible shopping, employment, and other compatible uses.





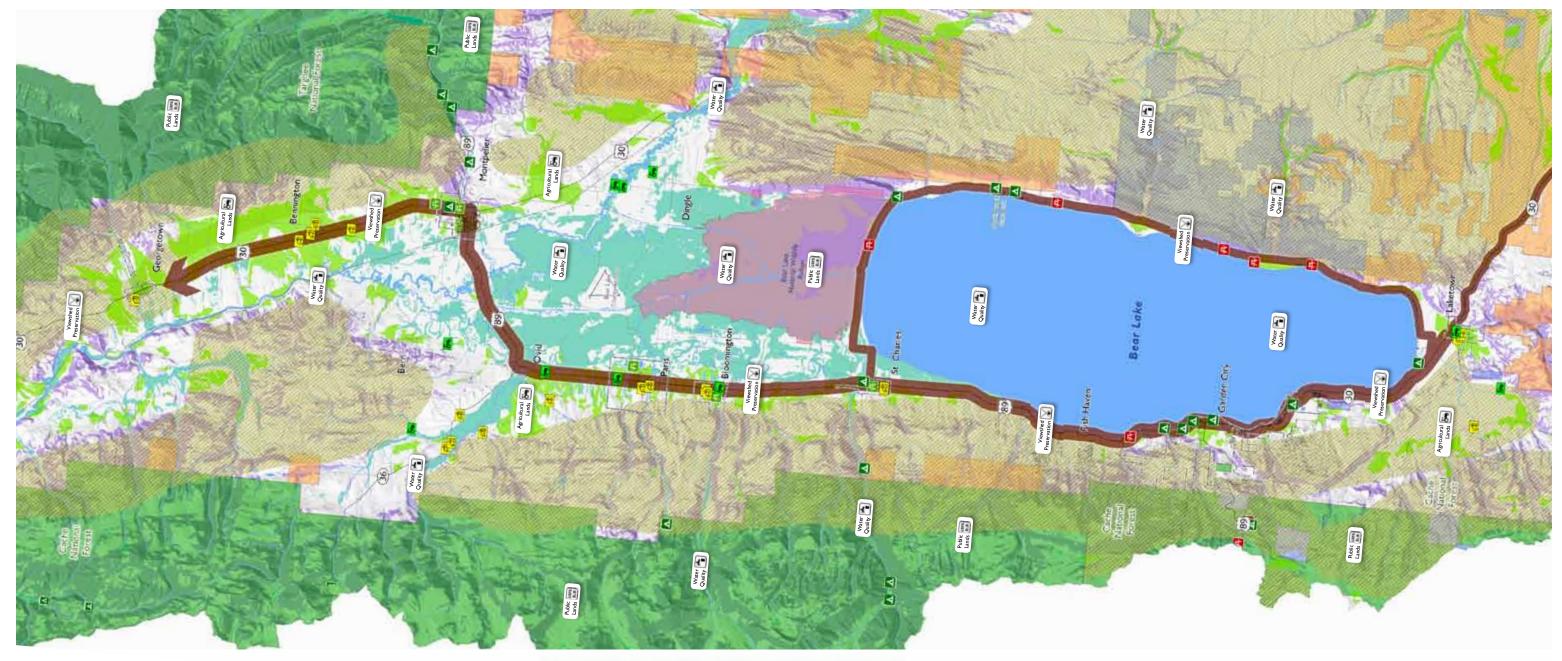


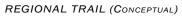


Road Enhancements

Transit Enhancements

Road & Transit Enhancements







Over time a regional trail can become the foundation of a regional trail network.

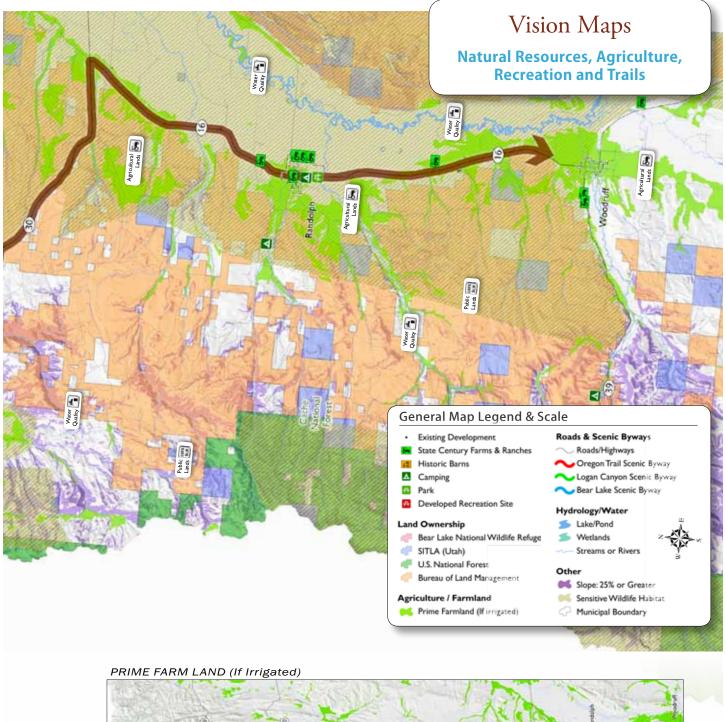
WETLANDS, RIPARIAN AREAS, AND WILDLIFE HABITAT

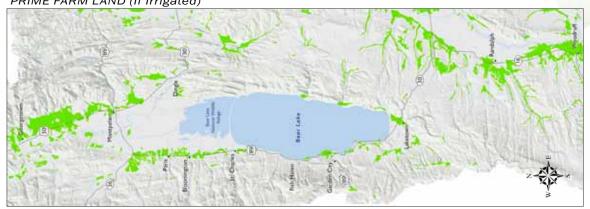
















Chapter 4: Building a Legacy Together

You've got to think about big things while you're doing small things, so that all the small things go in the right direction.

— Alvin Toffler

Working Together to Realize Our Vision

The Bear Lake Valley Blueprint process identified public preferences for future growth. The Vision and principles highlight these ideas, tying the public process to a guide for future decisions. Because of broad public participation, the visioning process provides local leaders with a basis for action. Each vision principle could be implemented in a variety of ways to address local needs and challenges and to enhance the region as a whole. The Vision becomes reality as cities and the counties apply the principles in the incremental choices they make over time.



Creating an Action Plan: Implementing the Vision in Regionally Significant and Locally Relevant Ways

Because the Vision provides local leaders with a basis for action, creating action plans is the next step toward realizing our legacy. The steps below illustrate a way to create local or regional action plans for implementing the Vision.

To Do List	
1. Assess Past Trends	
If our region and our commu at the baseline images on pa	nity grows as it has in the past, what will it be like? (It may be helpful to look back ge 8.) What impacts, both positive and negative, will there be? What challenges rends compare with what is envisioned for the future?
2. Identify Priorities	
•	riorities for our community, to help prepare for growth and create a desirable future:

Regional 🚀	Local 🎻	General Growth
		Focus growth. Encourage focused growth within existing communities.
		2. Be proactive. Implement tools to foster quality growth within our existing communities while safeguarding our natural resources and working lands
		Housing and Employment/Economy
		5. Cultivate variety. Encourage mixed-use neighborhoods and town centers that provide housing and convenient access to shopping, recreation, services, schools, and jobs.
		6. Provide housing choices. Support a range of housing options to accommodate people of all ages and stages of life.
		7. Develop our strengths. Cultivate innovation that makes the most of our unique regional assets.
		8. Develop job centers. Focus compatible employment in existing town centers and new mixed-use neighborhoods while encouraging nearby industry.
		Transportation and Infrastructure
		9. Be efficient. Invest in efficient infrastructure systems to serve existing communities and future growth. These systems manage such services as transportation, water, wastewater, energy, and communications.
		10. Encourage transportation choices. Support limited regional road network expansion, enhanced local road networks, public transportation, bicycle routes, and pedestrian pathways.
		Natural Resources and Agriculture
		11. Safeguard natural resources. Preserve and protect water quality, wildlife habitat, and the scenic beauty of Bear Lake and the Bear Lake Valley.
		12. Sustain agriculture. Support innovative practices and policies that keep agriculture viable.
		agriculture viable.
		agriculture viable. Recreation and Trails 13. Play more. Expand access to and opportunities for recreation for local residents, second home owners, and to support our growing tourism

3 Access Cu	rrent Activitie	es and Policies
		ve prioritized. In light of your priorities, what's working well in our region and
community? W		
4. Create an	Action Plan to	o Address Priority Principles
Generally, what	will further cur	rent successes and address emerging challenges?
More specificall	ly, what action s	steps are needed to address priority principles? The chart below highlights ideas
		t could be used to address regional and local priorities. Which tools should be
explored or imp	olemented?	
Regional 💜	Local 🎻	Housing and Employment/Economy
		Housing Accessory Dwellings
	\bigcirc	
\bigcup	\bigcup	Affordable Housing
U	\bigcup	Clustering
\bigcup	\bigcup	Development Standards
\bigcup	\bigcup	Flexible Lot Size Policy
\bigcup	\bigcup	Form-Based Code
		Impact Fees
		-1
		Infill and Redevelopment/Main Street Revitalization

D • 1104	: .4	
Regional 🚀	Local 🎻	Housing and Employment/Economy
		Housing (Cont.)
		Open Space Requirements and Fee-in-Lieu Programs
		Water Quality Protection in Developed Areas/Low-Impact Development
		Water-Efficient Design Guidelines
		Other:
_		Employment/Economy
		Agricultural Cooperatives
		Agriculture: Creating Direct Markets
		Agritourism
		Artist-in-Residence
	$\overline{\bigcirc}$	Attracting New Industry
	$\overline{\bigcirc}$	Community Endowment
	$\overline{}$	Development Standards
	$\overline{}$	Downtown Revitalization
	$\overline{}$	
	$\overline{}$	Economic Development Plan
	$\overline{}$	Educational Access
	\bigcup	Entrepreneurial Development Business Incubators
		Form-Based Code
		Infill and Redevelopment/Main Street Revitalization
		Mixed-Use Zoning
		Parking Policy
	$\overline{\bigcirc}$	Economic Development: Attracting New Industry
	$\overline{}$	Youth Retention
	$\overline{}$	Other:
Regional 🎻	Local 🎻	Transportation & Infrastructure
		Form-Based Code
	$\overline{}$	Impact Fees
	$\overline{}$	
	$\overline{}$	Parking Policy
	\bigcup	Public Transportation for Rural and Recreational Places
		Street Connectivity
		Street Design Standards
		Trails Plan
		Transportation Master Plan
		Water Efficiency Design Guidelines
	()	, 9

Regional 📈	Local 🎻	Natural Resources and Agriculture
0		Agricultural Cooperatives/Rich Co. CRM (Cooperative Resource Management)
		Agriculture: Creating Direct Markets
		Agritourism
		Clustering
		Community Garden
		Critical Lands Overlay Zone
		Critical Lands Inventory and Protection Strategy
		Dark Sky Ordinance
		Downzoning
		Farmland Preservation
		Flexible Lot Size Policy
		Open Space Requirements and Fee-in-Lieu Programs
		Purchase of Development Rights
		Viewshed Preservation
		Water Quality Protection in Developed Areas/Low Impact Development
		Water Efficient Design Guidelines
		Other:
egional 🎻	Local 🎻	Recreation and Trails
		Agritourism
		Open Space Requirements and Fee-in-Lieu Programs
		Purchase of Development Rights
		Recreation Districts
		Recreation Plan
		Trails Plan
		Other:
	Local 🎻	Coordination
egional 🎻		Interregueron ental Convolination
egional 🕢		Intergovernmental Coordination
egional 🗸		Public Outreach and Education

6	Schedule Regular Times for Revisiting	Priorities Action Plans	and Timelines
U.	Schedule Regular Tilles for Revisiting	i i ilolitics, Action i ians	, and minerines

Regional Implementation	Local Implementation
Who?	Who?
Identify a group to spearhead regional goals and assist with local needs (i.e., an existing organization, a new volunteer/leaders group, a combination using existing organizational structures/staff and volunteers).	Identify local leaders needed to guide implementation (i.e., planning and zoning, council, staff, citizen group).
When?	When?
Set a regular meeting schedule and annual agenda (i.e., a part of an existing regular meeting, a newly established monthly or a quarterly meeting).	Set a regular means of addressing vision goals (i.e., a set time at monthly planning and zoning meetings, an annual council member retreat).
How?	How?
Determine and address staffing or other resource needs (i.e., who will set meeting schedules and agendas, who can provide planning assistance, who will identify and apply for grants and other funding sources).	Determine and address staffing or other resource needs (i.e., who will set meeting schedules and agendas, who can provide planning assistance, who will identify and apply for grants and other funding sources).

Progress to Date

Local leaders are responding to the publicly created vision. We are moving forward together! Some examples:

- An economic development summit is planned for fall 2011 to examine and develop plans for small business development, attracting industry, and building on existing recreational and agricultural sectors.
- Planning for the Bear Lake Legacy Pathway, a regional trail network, is underway in partnership with the National Parks Service Rivers, Trails and Conservation Assistance program. First phases include creating a concept plan for a trail along Bear Lake with later phases connecting the trail to other municipalities near the lake. The City of Montpelier will organize a trail committee and begin trail planning.
- Utah State University's Landscape
 Architecture and Environmental Planning
 Department will provide a week-long
 planning charette in Fall of 2011. The charette
 will focus on Vision implementation options
 and will consist of up to 150 students looking
 at various planning and design issues in the
 Bear Lake Valley.
- Garden City's planning and zoning has dedicated time toward vision implementation at each of its monthly meetings.
- Montpelier is planning an annual retreat where vision implementation will be a focus.
- The Rich County Coordinated Resource
 Management Sage-grouse Local
 Working Group is examining public lands
 management and is exploring ways to
 provide better wildlife habitat and conduct
 sustainable grazing.

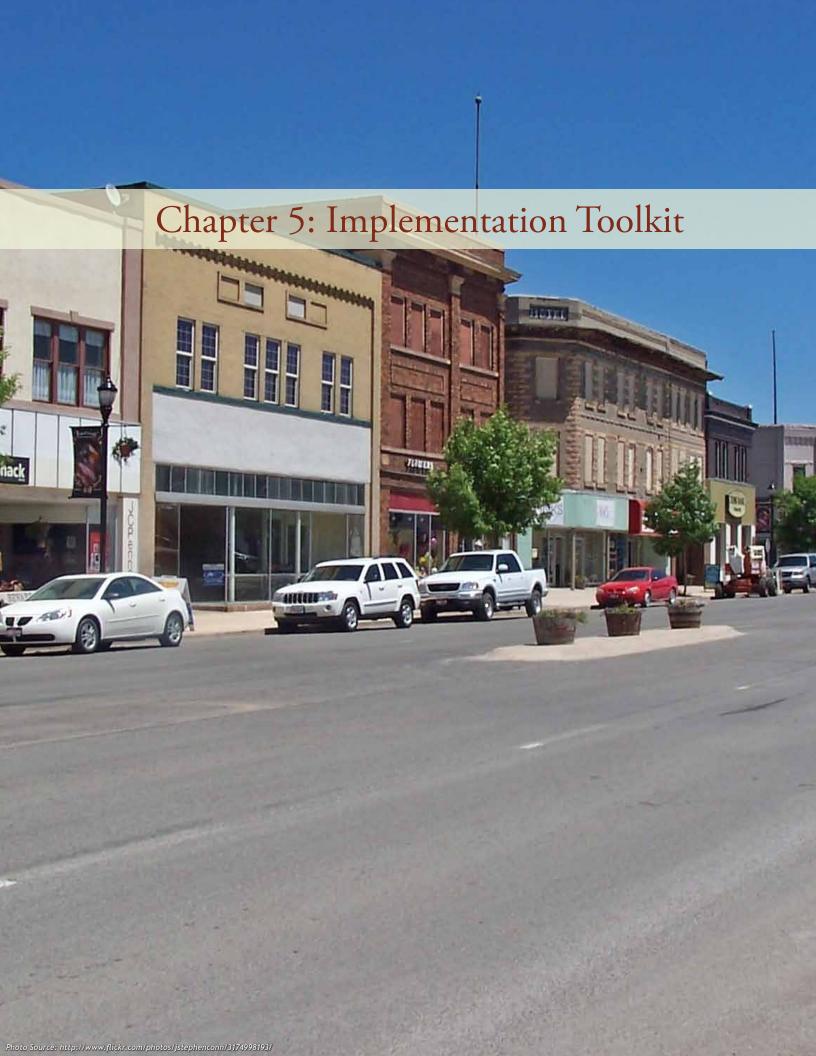


Draft Pathway Vision: A safe, non-motorized pathway system encircling Bear Lake that connects to trails on public and private lands and provides opportunities for year-round recreation, fitness, health, alternative transportation, and economic development.





The draft Bear Lake Legacy Pathway map and trail standards are examples of progress toward realizing our vision.





What is a Toolkit?

The Bear Lake Valley Vision could be implemented in a variety of ways to meet both local and regional objectives. Because implementation is voluntary, and opportunities for implementing the Vision will vary across jurisdictions, the toolkit assumes that implementation tools and techniques will also range widely from one jurisdiction to another. A community can select and adapt tools that best fit its unique situation.

In general, vision implementation is more likely with a combination of tools that provide more flexibility and choices than currently available. The toolkit is a starting point, and can expand over time as jurisdictions adapt tools and create new ones. The intent of the toolkit is to provide an initial set of resources: a range of tools that are used successfully in other communities to achieve similar goals to those of the Bear Lake area. The tools on the pages that follow generally include a description of the tool, a case study, and a list of resources for more information. Tools can often be applied to address multiple vision principles.

Many websites contain additional resources, sample codes, and toolkits. Utah's Office of Planning and Budget (GOPB), for example, maintains "Super Tool: The State of Utah Planning and Education Resource" at http://planning.utah.gov/super/

General Growth Housing & Employment Iransportation & Natural Resources Recreation & Trails Coordination

Infrastructure

Agriculture

Accessory Dwellings

Accessory buildings in a residential context are separate dwelling spaces within the same lot as the primary dwelling and include a kitchen and bathroom. Accessory dwellings include, but are not limited to, basement apartments, above the garage living spaces, and separate, smaller structures on the same property. The benefits of accessory dwellings, both to the individual and the community, are multiple.

Accessory buildings help accommodate a growing population in neighborhoods without the addition of apartment buildings or other multifamily attached structures. Detached "granny flats" and basement apartments allow multi-generational family living situations. Aging parents or adult children can live nearby while helping to make house payments. Such structures also provide opportunities for the elderly to age in place and live near their children. Young families can help pay the mortgage with additional income from a student renter. Accessory buildings also benefit municipalities. Often they do not require additional water, sewer and electrical connections, allowing a community to grow without additional infrastructure costs.



A small "carriage house" at the rear of a primary dwelling.

Nationally, regulations regarding accessory buildings range from strict prohibition to express allowance in residential zones. Rapidly growing municipalities with growth boundaries, such as Santa Cruz, California, and Portland, Oregon, expressly permit accessory dwellings in all residential zones. Many regulations limit the number of people allowed in the accessory unit. Some regulations state that the occupant of an accessory unit must either be related to or a caregiver of, the resident of the primary dwelling. In many cases, the owner must occupy the main structure, a measure designed to preserve a neighborhood's character and stability. A municipality must consider its own character and the sentiments of its citizens when creating an accessory dwelling unit policy.

Like many other programs that increase overall density and provide increased housing options, allowing accessory residential units may raise fears about the character of a neighborhood. More renters have the potential to change quiet, family-oriented neighborhoods. However, a nationwide study conducted in Canada in the 1990s (Research Division of Canada Mortgage and Housing) concluded that more than half of accessory unit occupants were either friends

or family of the primary occupant. The study also showed that most residents of accessory units had moved into them because they wanted lower-cost housing in quiet, family-oriented neighborhoods. In Vancouver, where some 30% of lots contain an accessory unit, family-oriented residential neighborhoods remain pervasive.

The Canadian study also demonstrates that as communities age, accessory use increases. Unregulated, illegal accessory uses may pose hazards to their occupants. Legalization helps to ensure the quality and character of accessory buildings and spaces by ensuring code enforcement. Neighborhood character can be further ensured by requiring that the primary dwelling be owner occupied. Tenants are less likely to be problematic when their landlords live next door.

Accessory dwellings provide an additional housing option without greatly increasing the cost of municipal services or altering the character of neighborhoods. As the Bear Lake community grows, accessory dwellings may provide a housing option that creates little burden on municipalities and counties. It may also fit nicely in the context of summer and growing year-round tourism.

Case Study: Aspen, Colorado

The City of Aspen Colorado has a long-standing reputation as a worldclass recreation destination. Property values are among the highest in the nation, and such a market effectively prices out the necessary work force to sustain a resort community. Aspen has taken steps to create affordable housing. One of these steps is the expressed allowance of accessory dwelling units and carriage houses.

Requiring that accessory units be "incidental and subordinate" to the primary dwelling (legal phrasing common to accessory units), Aspen stops short of the requirements common to many accessory units. There are no family or caregiver requirements, nor is there a parking requirement. Accessory units in Aspen can even be sold independent of the primary residence.

Aspen cites three reasons for expressed allowance of accessory units. First, they help to fulfill the necessity of affordable housing in a very expensive market. Second, they are part of the historical development pattern of the area. Third, accessory units contribute to the "critical mass" of density required for a vibrant main street area.

Aspen has tailored their zoning code very specifically to the needs of a resort community. The relaxed laws for accessory dwellings allow Aspen to increase density and affordable housing without sacrificing the historic character of the town.

Online Resources

City of Aspen, Colorado Municipal Code Section 26.520 (Accessory Dwelling Units) http://www.aspenpitkin.com/Portals/0/docs/City/clerk/municode/coaspent26-500.pdf

City of Arlington, Virginia. Zoning Ordinance Elements of Accessory Dwellings http://www.arlingtonva.us/departments/CPHD/housing/pdf/file65473.pdf

Research Division of Canada Mortgage and Housing Corporation. Accessory Apartments: Characteristics, Issues and Opportunities (1991)

http://ginsler.com/sites/ginsler/files/socio003.pdf

U.S. Department of Housing and Urban Development Office of Policy Development and Research. Accessory Dwelling Units: Case Study (2008)

http://www.huduser.org/Publications/PDF/adu.pdf

City of Santa Cruz, California. Accessory Dwelling Unit Manual

http://www.ci.santa-cruz.ca.us/pl/hcd/ADU/PDF/ADU_Manual.pdf

City of Portland, Oregon. Accessory Dwelling Unit Program Guide

http://www.portlandonline.com/BDS/index.cfm?a=68689

Affordable Housing

The generally accepted definition of affordable housing is living quarters that require less than 30% of median household income. In many instances, it is students, civil servants and teachers who require affordable housing. Sometimes citizens fear that an increase in lower income households will lower property values and increase crime; however, the availability of affordable housing means that one's children can grow into adulthood in the same community in which they were raised, or others can downsize as they age without leaving their neighborhood and support structure.

Zone for More Housing Options

Perhaps the easiest way to create more affordable housing is to update the zoning code to include a more diverse set of housing options. By allowing developers to create more housing options in their projects, by being more flexible with accessory structures, and by mixing attached and detached residential units, more diversity is achieved. The townhomes, apartments and accessory dwellings that come from this process are often more affordable than the single family detached units that are the norm. Such action also has the benefit of allowing, rather than prohibiting, a solution that reduces government intervention in the marketplace. Finally, blending various housing types has a stabilizing effect in a community and is a better alternative to creating concentrations of low-income housing in a single area.

Affordable Housing Mandates

A more proactive approach to providing affordable housing is to mandate a percentage of new and redeveloped residential property to be a certain rental or purchase price. This price is usually determined by calculating 30% of the lower end income in the area. While sometimes controversial, one advantage of this type of legislation is that it spreads low-income homes throughout the community instead of isolating them into small areas, thus reducing or eliminating any negative effects.

Affordable Housing Bonus Density

A mandate is not the only means to achieve a higher percentage of affordable housing. Many communities offer density bonuses to developers when they include a certain percentage of affordable housing units in new developments. Such legislation removes the heavy handedness associated with mandates, while still providing more economic diversity. Bonuses, however, are less effective than mandates when it comes to creating sheer numbers of affordable homes.

Demonstration Projects

In some cases, legislation and bonuses do not provide the degree of affordable housing a community is seeking. In this case, demonstration projects are a useful tool in jump-starting a community's affordable housing program. Demonstration projects are joint ventures between government and local builders. The organizations work together to find cost-cutting measures that result in lower-cost homes. Though there is usually not any federal funding for such projects, the federal Department of Housing and Urban Development (HUD) and the National Association of Home Builders have a great deal of advice

to offer for affordable housing demonstration projects. Once a demonstration project is complete, the community has not only a vision, but a road map to future affordable housing projects.

Often, young people, empty nesters, and the elderly desire or require different housing options than what is readily available. Our teachers and firefighters provide better service when living in the communities they serve. By creating more options for more affordable housing, we can create cohesive communities where individuals can live out the course of their lives.

Online Resources

City of Lake Forest, Illinois. Affordable Housing Code

http://www.cityoflakeforest.com/pdf/cg/affhsg_2.pdf

State of Florida. Density Bonus for Affordable Housing (Code)

http://www.leg.state.fl.us/Statutes/index.cfm?App_mode=Display_ Statute&Search_String=&URL=Ch0420/SEC615.HTM&Title=->2009->Ch0420->Section%20615#0420.615

State of Utah. Low Income Housing Tax Credit (Code)

 $http://www.livepublish.le.state.ut.us/lpBin22/lpext.dll?f=templates\&fn=main-hit-h.\ htm\&2.0$

State of Idaho. Idaho Housing Trust Fund (Code)

http://www.legislature.idaho.gov/idstat/Title67/T67CH81SECT67-8101.htm

U.S. Department of Housing and Urban Development Office of Policy Development and Research. The Affordable Housing Demonstration: A Case Study

http://www.toolbase.org/PDF/CaseStudies/affordable_house_demonstration.pdf

Agricultural Cooperatives

Agricultural cooperatives, known as farmer's co-ops or growers' collectives, fall into two categories: agricultural production cooperatives or agricultural service cooperatives. Agricultural production cooperatives, those where resources, land and labor are shared to produce a crop are relatively rare. Agricultural service cooperatives, those where the burden of services such as distribution and marketing are shared among a group of farmers, are much more common and the subject of this tool. Cooperatives can range from thousands of farmers uniting under a brand name to a handful of farms making bulk purchases of fertilizer.

According to the United States Department of Agriculture (USDA), co-ops in the United States have been responsible for innovations in fertilizer, breeding, mechanization and new sources of energy. Further, they have the potential to strengthen the social fabric and economic well being of rural communities. These larger social benefits are in addition to economies of scale, access to value adding processes, and local control over prices and production.



Picking raspherries

For many cooperatives in the United States, the goal of the co-op is achieving economies of scale. Simply put, an economy of scale is achieved when something can be bought cheaper if larger quantities are purchased. Bulk seed or fertilizer purchases would be the most obvious way to achieve an economy of scale in an agricultural setting, but collaboration can take many forms. For example, unifying under a cooperative, Mountainland Apples in Utah County markets one brand name for a large number of growers. Simply by selling product under one name, this saves on graphic design, marketing and advertising

Value-Added Options

Value-added agriculture involves an additional processing, packaging or marketing step in the agricultural process. For example, gourmet cheeses can sell for more than a commodity like milk. Wine taps a specialty market. Locally made raspberry jam may command a higher price than unprocessed raspberries. In forming a co-op, source producers may join with value-adding industry to create a hybrid growing and processing operation. Such collaboration can reduce concern about fluctuation in prices and availability of crops and, through marketing, can foster market expansion and/or increased tourism.

In forming a co-op, there are a few practical considerations. One popular model is the creation of interest shares in the co-op. This allows the buying of shares by new members and creates a general fund for the institution. Another consideration is whether the cooperative should be a for-profit or nonprofit institution. Obviously, the farmers and processors need to make a profit to survive, but there are many advantages to existing under a not-for-profit umbrella organization. The USDA has an online resource (listed below) that lists the pros and cons of profit versus not-for-profit as well as legal and regulatory information for those interested in beginning a co-op.



Local branding or processing can add value to agricultural products

Cooperatives are not a cure-all for farms and ranches. Many farmers and ranchers love what they do because of the self sufficiency of their farms and ranches. Cooperatives can increase price stability, streamline value addition and cut down overhead costs. They can also create dependency on neighbors and organizations and make an individual farmer answerable to a larger organization. The formation of a co-op is not to be taken lightly; however, if enough trust exists among individuals, it can be a very sound business decision.

Online Resources

Wikipedia article on agricultural co-ops

http://en.wikipedia.org/wiki/Agricultural_cooperative

State of Missouri information on how to form a co-op

http://www.sos.mo.gov/securities/pubs/AgriCoOp.pdf

USDA report on agricultural co-ops

http://www.rurdev.usda.gov/rbs/pub/cir-60.pdf

 ${\sf USDA\,legal\,and\,practical\,resources\,for\,co\text{-}ops}$

https://www.fsa.usda.gov/FSA/webapp?area=home&subject=cops&topic=landing

Mountainland Apples (Utah County co-op)

http://www.mountainlandapples.com/1home.html

Tennessee Agricultural co-op (Agricultural input purchasing collective)

http://www.ourcoop.com/ourcoop08/main/default.aspx

Agriculture: Creating Direct Markets

The vision for the Bear Lake Valley includes a continued agricultural presence in the area. Agriculture is a critical part of the region's economy and is a part of the region's rural lifestyle and way of life. Forming direct markets for agricultural products can reduce risk for farming ventures, provide increased access to fresh food, and help brand the area.

Farmers Markets

Farmers markets provide products directly to consumers. When a municipality hosts a farmers market, it usually provides space (most often outdoor but covered) and advertising. Picking a location that is central to a large number of citizens or other nearby destinations boosts participation. Advertising may include a flyer in utility bills, signs at a market location and other high traffic areas, and notices in newspapers and newsletters. While farmers markets are an inexpensive way to both build community and support local farmers, it is important to secure a number of interested farmers before starting a market. A short growing season in the Bear Lake Valley suggests that a farmers market may be limited to a few months out of the year. Targeting a market to the tourist season may increase sales and attendance.

Farm-to-School Programs

The Jordan School District in the Salt Lake Valley has created a farm-to-school program that puts locally produced items in the cafeteria each week. Expanding beyond the obvious nutritional benefits for students and profit for farmers, the program extends to the curriculum. In the classroom students learn about where the food came from and how it was grown, as well as the nutritional benefits. Schools are a great place to direct farm-sourced products, but they are not the only one. Encouraging area restaurants to adopt farm partnerships is a common practice.

Community Sponsored Agriculture

Farmers can set up community sponsored agriculture programs (CSAs). Participants of CSAs pay up front for a growing season, and receive a weekly share as products are harvested. CSAs guarantee a farmer needed cash at the beginning of a season and provide residents with the freshest food possible. City and county governments can aid CSAs by advertising for them on websites, in newsletters and via utility bills.

Marketing

Municipal and county governments often have means to disseminate information favorable to farmers. A county tourism organization may offer maps of pick-your-own farms and roadside stands. "Buy Local" campaigns highlight the products of specific farms and help to advertise local products. Local label regulations may stipulate what must be contained in a product with a certain name. Individually, these small cooperative measures may seem trivial, but they create needed connections among farmers, their representatives, and their customers. These connections have tremendous potential for creating successful farm protection measures.

Buy Local and Regional Branding

Many areas create "Buy Local" campaigns that showcase local businesses or create a directory of local products and services. Bear Lake raspberries are already well known. Highlighting not only raspberries, but also other Bear Lake products with an official Bear Lake logo could let consumers know that they are getting a locally sourced product whose community stands behind it. Regional branding is successful in nearby Cache Valley and other regions. Buylocal campaigns promote not only quality products, but also local independence.

Case Study: Drake Family Farms, West Jordan, Utah

Drake Family Farms, a goat farm founded in 1880, is still operational. The organization sells cheese and soap as well as the goats themselves. Careful attention to the flock under ideal conditions produces sought-after artisanal goat cheese. Both the cheese and the soap are sold at local outlets and farmers markets. Drake Family Farms benefit their community by maintaining a family business and preserving agricultural land in an increasingly urban area, in addition to providing a healthy, locally sourced food product. The farm benefits from Utah's buy local campaign and various farmers markets hosted nearby. A history of the farm as well as a list of businesses that market their products are available can be found on their website.

Online Resources

Drake Family Farms'

http://www.drakefamilyfarms.com/index.html

Renewing the Countryside Success Stories: Drake Family Farms

Southwest Marketing Network

http://www.swmarketingnetwork.org/

Western Rural Development Center

http://wrdc.usu.edu/

USDA National Resources Conservation Service

Utah: http://www.ut.nrcs.usda.gov/partnerships/RC_D/index.html

Idaho: http://www.id.nrcs.usda.gov/programs/rcd.html

USDA Rural Development

http://www.rurdev.usda.gov/ut/

Farm to School: Jordan School District

http://www.farmtoschool.org/UT/programs.htm

Farm to School Idaho Contact:

http://www.farmtoschool.org/ID/

Farm to School Utah Contact:

http://www.farmtoschool.org/state-home.php?id=69

Regional CSAs

Utah: http://www.csautah.org/

Idaho: http://www.gardens.com/go/browse/csa/Idaho/all/

Cache Valley Products

http://www.cachevalleydairy.com/

Utah First (Utah's buy local campaign)

http://www.localfirst.org/

Idaho's Bounty (Idaho's local campaign)

http://www.idahosbounty.org/buy-local.php

Agritourism

Agritourism refers to uses of a working farm or ranch which are for the entertainment or education of the public at large. Such activities may include pick-your-own, farm stands, petting zoos, dairy demonstrations, vineyard activities and horseback rides. A bed and breakfast or a wedding and event site on a working farm is usually thought of as agritourism as well.

Aside from the obvious additional income to farmers and ranchers, agritourism has several benefits. Adding unique tourism opportunities to an area with an existing tourist economy can draw new visitors and add to the experience for those who come already. Agritourism also has the potential to create agricultural advocates among urban residents who would not normally be concerned with agricultural issues. Tourism operations can also be a valuable marketing tool for the farm's agricultural product. Such operations coincide with existing farms and ranches and can be a great way to increase revenues without changing the character of the area.

Obstacles to creating a successful agritourism operation are both practical and legal. A survey of agritourism operators in California showed that the most significant challenges were regulatory and liability issues. A few simple adaptations to codes can eliminate some of the major obstacles to operating an agritourism business.



A pick-vour-own lavender operation

State

At the state level, codes dealing with agritourism often deal with liability. In Utah, state code frees agritourism operators from liability as long as warnings are posted and activities are within the limits of normal agricultural operation. Such laws allow for operators to have a clear idea of what kind of liability they face and what insurance to purchase accordingly.

City and County

Agricultural operations are often in more rural areas and subject to county rather than city zoning code. County code is often much less specific than city code and this can be both a blessing and a curse for agritourism. Adding specificity to code can help an agritourism operation in two ways. First, by creating an agriculture-only zone, code can create a dedicated space where agritourism is allowed (see link to Mariposa County, California, AEZ zone). Second, by expressly

permitting agritourism uses in the code, a potential operator avoids confusion and conflict. By creating an agricultural zone and specifically citing such uses as trail rides, pick-your-own operations and farmstays, a city or county can facilitate rather than inhibit agritourism.

General Plans

Encouraging agritourism through general plans can be helpful if such uses are desired in the future of an area. By setting aside specific areas for agritourism, a general plan can reduce conflicts of interest and disputes. A general plan is also a great way to set out implementation measures for creating agritourism in the area (see attached Sacramento County, CA plan excerpt).

Specific uses will encounter their own legal issues and must be addressed by the operator. Laws governing a farm stand will obviously be much different than those dealing with a running of the bulls or a winery. If an area sees the need for a specific type of agritourism operation, preparing a guide in addition to specifically permitting the use can be a helpful tool (see attached link to the farmstay guide for Marin County).

For an area with an existing combination of tourist and agricultural economies, agritourism is a great way to boost both. The Bear Lake area already offers a renowned harvest festival and numerous produce stands. The addition of more agritourism businesses could boost revenues, bring more tourists, and help to preserve the area's agricultural heritage.

Online Resources

State Codes:

South Carolina Agritourism Code (State Code)

http://www.scstatehouse.gov/code/t46c053.htm

Utah Agritourism Code (Liability Protection)

http://le.utah.gov/~code/TITLE78B/htm/78B04_051200.htm

County Codes:

Mariposa County, CA Agritourism Code and resources (County Code, AEZ zone)

http://www.mariposacounty.org/index.aspx?NID=894

Mariposa County CA Agriculture Exclusive Zone

http://www.mariposacounty.org/DocumentView.aspx?DID=5821

Cavaleras County, CA (Permitted Uses)

http://ucce.ucdavis.edu/files/filelibrary/5327/31935.pdf

General Plans:

Sacramento County General Plan Agritourism Excerpt

 $http://sfp.ucdavis.edu/agritourism/planners/SacramentoCoAgritourismplandraft. \\ ndf$

Further Resources:

Survey of agritourism operators in California (University of California Small Farms Program)

http://sfp.ucdavis.edu/agritourism/survey09.pdf

Marin County, CA Ag Homestays guide

http://groups.ucanr.org/GIM/files/57235.pdf

George, Holly Agritourism enterprises on your farm or ranch: Understanding regulations (UC Davis)

http://anrcatalog.ucdavis.edu/pdf/8333.pdf

Artist-in-Residence

The tranquility and scenic beauty of the Bear Lake area could be ideal for many artists, and the long winter months may be perfect for an extended period of creation. While Bear Lake can offer months of relative solitude, its relative proximity to a major metropolitan area and several universities could also provide an abundance of artistic talent.

Artist-in-residence programs vary widely. The length of residence, terms and conditions, accommodations, and other factors can respond to unique local resources and needs. Many programs seek a visual artist, while others take writers, film directors, playwrights, poets and performance artists. The design of an artist-in-residence program should address specific goals. These may range from obtaining a collection of paintings of the area to hang in civic buildings, to fostering an emerging artist community, to economic development. When designing an artist-in-residence program, a community should take into consideration not only costs and resources, but what, exactly, the vision is for the program.



A main street artist's studio.

At the minimum, an artist-in-residence program can simply be a showcase for a local artist. All that is required of the community is a space to show the art and a reception. More aggressive programs can offer living and gallery space and perhaps a living stipend. Stronger investment may generate higher quality work, a larger body of work, and or an artistic community around the program. While costs for providing housing, space and a stipend can be high, many programs receive grant assistance. The National Endowment for the Arts is especially helpful in this area.

The most obvious benefit of an artist-in-residence program is the artwork. A condition of the program may be a painting or a commissioned play, for example. There are, however, numerous less tangible benefits. The visiting artist may have design or community building skills that can be tapped for local use. This could apply to local area plans, storefront designs and numerous other applications. By branding the Bear Lake area not just as a recreation destination, but as a community that fosters the arts, a whole new tourist market could emerge. The artist may also seek participation from the community, in posing for a picture or in casting a play. Even a reception of the artist's work can be a place for community building.

Residence programs can range from relatively inexpensive to large scale and costly. They do, however, require a commitment to the artist for the duration of the program, whatever its scope. That said, an artist-in-residence program can be a valuable part of developing a tourist economy, can benefit permanent residents, and can be a part of an overall economic development or cultural development program.

Case Study: New York Mills, Minnesota

New York Mills is a town of less than 1200 along the rural western border of Minnesota. In the early 1990's, the community invested in the creation of the New York Mills Regional Cultural Center to introduce tourism and encourage new businesses. The center hosts a number of projects, the first of which was an artist-in-residence.

The residence program provides a visiting artist with gallery space and housing. In exchange, the artist must teach classes, show exhibitions of their work and shoulder other public service duties. Integrating the residence program into the community by requiring artist interaction with residents allows the program to be more than just a source for works of art. Building upon the success of the artist-in-residence program, the New York Mills Regional Cultural Center has expanded to offer concerts, hold a number of classes, lectures, poetry readings, and host a full-time gallery. Since the inception of the program, 17 new businesses have opened, creating more than 350 jobs.

Online Resources

National Park Service Artist in Residence Program http://www.nps.gov/archive/volunteer/air.htm Wikipedia Artist in Residence article http://en.wikipedia.org/wiki/Artist_in_residence Roswell, NM Artist in Residence Program http://www.rair.org/

National Endowment for the Arts Grants http://www.nea.gov/grants/apply/index.html

Porcupine Mountains State Park, Michigan, Artist in Residence Program

http://www.porkies.org/artist.html

Alliance of Artist Communities

http://www.artistcommunities.org/

New York Mills Regional Cultural Center

http://www.kulcher.org/index.php

Attracting New Industry

Attracting outside investment in the form of an industrial or office operation can be a huge boon to a small economy looking to grow. Industries opening facilities in the area bring jobs and an increased tax base. While the quality of life a community can offer to employees of a prospective company is highly beneficial, communities desirous of attracting outside companies often find that specific and strategic steps to entice a company are necessary.

Identifying Industry Focus

Many industries require an educated workforce, affordable sites with adequate services, access to appropriate transportation, and housing to suit employee needs. As different industries have different requirements, a one-size-fits-all approach to providing these resources will not work. The needs of an industrial or manufacturing plant are much different than those of a software company. The first step in creating an environment to attract industry is identifying which industry sectors are or could be a good fit in a region and determining focus among potential sectors. Attention not only to the number and quality of jobs it will create, but also to the impacts and costs of both attracting and hosting such an industry is important.

Developing Sure Sites

Once desired industry sectors have been chosen, sites can be specifically identified and prepared for the types of industries envisioned. For some industries, a sufficiently large parcel in the appropriate price range may be enough, but most industries have more specific requirements. Slope, proximity to water, quality of bedrock, and drainage may need to be considered. Access to the site is also an important consideration. Proximity to roads, rail and air transportation should be evaluated depending on the needs of the industry. For other industries, access to good telecommunications systems or power is important. A build-to-suit approach to attracting investment is not nearly as likely to succeed as developing sure sites, with an existing set of resources. By choosing target industries and preparing suitable sites, a region can provide for specific needs.

Financial Incentives

On top of providing physical and human resources to be competitive, an area may need to provide incentives. This is often done through a process called tax increment financing (TIF). Rules for tax increment finance vary from state to state (links for Utah and Idaho code are listed), but usually a "blighted" section of a city is designated as a TIF zone. Investment in the zone is likely to raise property values, increasing property tax. This increase in tax value, the increment, is then borrowed against in order to provide investment. Using a TIF program to fund infrastructure investment is not without risk. Bringing in industry is likely to raise property value, but nothing is guaranteed. Other criticisms of TIF programs include the idea that a public investment is going into private hands and that property values may increase anyway, negating the need for a special district. Like any program or investment, a TIF program should have the support of the public whose property tax may be affected.

Other incentives to attract industry include grants, sales tax exemptions and fixed or reduced tax rates offered to businesses relocating. The Utah Economic Development Corporation and the Idaho Economic Development Association (links below) provide a

number of resources for communities that want to explore creative means to attract business investment. These two entities also have a number of resources for site selection and contacts in the business community.

Perhaps most importantly, a community should carefully consider both the benefits and challenges of various industries. Attracting an outside industry can radically transform a rural economy. Industry can bring jobs and tax dollars. Such investment may make it possible for those entering the workforce to stay in the area rather than relocating to find a job. It can also bring pollution, interrupt natural patterns, use large amounts of water, and ruin scenic vistas. Many industries can fit congruously into a local economy and culture, but exploring potential consequences early is usually preferred to dealing with unintended consequences later on. Attracting desired outside investment requires time, money and the support of the community.

Online Resources

Auburn University Community Resource Development RURAL INDUSTRIALIZATION: Start Tapping Economic Potential

http://www.aces.edu/crd/publications/CRD-15.html

Lincoln Land Institute: Tax Increment Financing

http://www.lincolninst.edu/pubs/1078_Tax-Increment-Financing

Utah Code: Tax Increment Financing

http://le.utah.gov/~code/TITLE17C/htm/17C01_040900.htm

 $Idaho\,Code: Local\,Economic\,Development\,Act\,(Includes\,Tax\,Increment\,Financing)$

Utah Economic Development Corporation

http://www.edcutah.org/

Utah EDCU "Utah Business Incentives"

 $http://www.edcutah.org/documents/Section 11_Utah Business Incentives w CvrPg. pdf$

Idaho Economic Development Association

http://www.ieda.biz/

The Quilt (National Regional Networks Consortium)

http://www.theguilt.net/

Massachusetts Smart Growth Toolkit: Tax Increment Financing (Small Town Example)

http://www.mass.gov/envir/smart_growth_toolkit/pages/CS-tif-leominister.html Davis County, UT Economic Development Stratagy

http://www.co.davis.ut.us/documents/economic_development/final_davis_strategies.pdf

Clustering

Cluster development, sometimes referred to as a conservation subdivision, is a practice that preserves critical lands, farmland, or recreational space, usually in conjunction with the residential development of a greenfield (land that has not been previously developed). While gross density on a parcel remains the same, overall lot sizes are reduced in favor of setting aside acreage for conservation. Instead of developing 40 one-acre lots on 40 acres of land, for example, a developer may conserve 20 acres and develop 40 lots averaging a half-acre in size on the remaining 20 acres of land. Permitting flexible lot sizes and eliminating minimum lot size requirements makes clustering possible.



Clustering can be used to protect water resources, agricultural land, wildlife habitat and corridors, recreation systems and trail corridors, or scenic views.

A city or county may wish to provide cluster development as an option or a requirement when accepting subdivision plats. Density bonuses may be used to incentivize cluster development, or the economic benefit to a developer may be so apparent that an incentive isn't necessary. Homes with nearby open space are usually worth more than those without. In many cases, this proximity to open space makes up for the value lost in reducing lot sizes. Clustering also makes service delivery easier and less expensive, as fewer miles of pipes and lines are needed to extend services to a smaller area. On the conservation side, lands set aside for non-development use may be candidates for permanent conservation easements. In every case, the conservation intent of non-developed land should be clear—not simply developmental leftovers.

Clustering is not a panacea for the problems associated with suburban or rural growth. Infill development in existing urbanized areas can be more beneficial in terms of providing efficient municipal services and avoiding greenfield development. However, where greenfield development occurs, clustering is an option that can protect critical lands and provide residents with a stronger connection to the land.

Case Study: Hidden Springs, Idaho

Hidden Springs, Idaho, located 20 minutes north of Boise, is a greenfield development based on the cluster model. The site preserves 800 acres of farmland, wildlife habitat, and recreation areas. Much of the preservation is devoted to the Schick-Ostolasa Farmstead, a working farm with educational and tourism components. Developed areas house hundreds of residents and feature a town center with a school, café, shop, and post office.



Hidden Springs shown from the surrounding open space

Online Resources

Mega, Mathew, Barbara Lukermann and Robert Sykes for The University of Minnesota Extension.

Residential Cluster Development

http://www.extension.umn.edu/distribution/naturalresources/components/7059-01.html

Thurston County, Washington. Rural Cluster Development Code (Links Page) http://www.co.thurston.wa.us/permitting/PRRD/PRRD.htm

University of Illinois Extension: Local Community Resources. Cluster/Conservation Development Fact Sheet

http://urbanext.illinois.edu/lcr/LGIEN2000-0010.html

University of Wisconsin Extension. Model Ordinance for Conservation Subdivision http://www.doa.state.wi.us/dhir/documents/conserv_subdiv_Model_ordinance_Feb2001.pdf

Town of Cary, North Carolina. Conservation Subdivision Design

http://townofcary.org/__shared/assets/CSD10421.pdf

 $Walworth\ County, Wisconsin.\ Conservation\ Subdivision\ Ordinance$

http://www.downloadtheordinance.org/

Farmington, Utah. Sample Application for a Conservation Subdivision Permit http://www.farmington.utah.gov/downloads/community_development/application-consrvsubdivision.pdf

Hidden Springs, Idaho (development near Boise)

http://www.hiddensprings.com/

Community Endowment

Many of the planning and economic development ideas in the *Bear Lake Valley Blueprint* toolkit require or work better with funding. Traditionally, funding is achieved through grants, taxes or hybrid structures like tax increment financing (see the preparing for industry section). The initial phase of these projects can be problematic: without development there is no money and without money there is no development. Some communities have solved this problem by creating a community endowment. Projects may range from main street improvements to trail building and generally include the creation of facilities, services and/or programs that benefit a community.

An endowment can be funded in numerous ways. Most commonly the fund starts with a gift from local residents. Other methods include land sales, fund raising campaigns, and options to donate such as through programs that allow residents to "round up" the amount on their utility bills. Community endowments that encourage donations from residents have the added benefit of engaging the community in the endowment process.

If an endowment does not have a specific purpose, seeking funds is much more difficult. A clear and concise explanation of what the money will be used for is a great help, whether asking for a \$10,000 donation or trying to sell a shake in a "Support Bear Lake" mug. Utilizing community input to determine how the funds are spent and how they are collected helps to ensure that the endowed project is worthwhile.

Some communities have begun endowments with proceeds from community –owned land sales. Land sales have the benefit of providing an immediate source of revenue, though selling off community assets is generally only a one-time revenue source. If the market is poor or the land is expected to increase in value, a land sale may not be the most prudent venture, though such transactions can sometimes be used to spur a key project with broad community benefit.

Fund raising campaigns can range from utilizing a professional development staff to the proverbial bake sale. In the Bear Lake area, a great opportunity for raising money is provided by the August harvest festival. Raspberry Days brings together a large number of second home owners and tourists, as well as full-time residents. Fund raising could range from a table soliciting donations, to an auction of donated items, to race entry fees. Charity dinners, fashion shows, raffles, and poker nights have all been used for community fundraising. Finding out what type of event local residents would be interested in attending is a good way to shape the program.

Soliciting local donations outside of a fundraising event can take several forms. The easiest is to publicize the endowment and ask for money. This can be done in public meetings, through news letters or at community events. Some entities have added a check box or a round up option on their utility bills (see Operation Round Up, link attached). Donations of this kind are often not in large amounts, but generate a steady revenue stream. A few dollars on top of an existing bill is usually not seen as too large a burden. When attempting to solicit donations, a clear and well supported purpose for the endowment is crucial.

Community endowments have more benefit than just raising money. Membership in groups like a founder's club (see case study) and

participation in fundraising events imbue a sense of civic engagement apart from the simple dollars raised. When endowments are part of a larger economic development project, they have the power to transform a community for the better.

Case Study: Ord, Nebraska

In Ord, Nebraska a concerted economic development effort included the creation of a community endowment. The endowment is managed by a local community foundation, and grants are given from the fund to assist young professionals in relocating to the town. The endowment began with a large donation from a few local residents. All donations are accepted, but membership in the endowment's Founder's Club requires a donation of \$1000. When the study of Ord was reported, the Founder's Club had more than 60 members.

In Ord, the community endowment was only a part of a larger program to develop the economy and stabilize a declining population. The initiative also included a one-cent sales tax increase, a youth outreach initiative, and a nine-month leadership and entrepreneurial course. The program focused on retaining and attracting young professionals to the area and expanding business. Ord's program has attracted new businesses, helped raise residents' personal wealth, and has put more than \$7 million into the endowment. In 2005, Ord was honored with the Nebraska Governor's Showcase Community Award.

Case Study: Wabi Sabi

Moab, Utah is the quintessential tourist economy. It's close to two national parks, a major waterway and some of the country's most famous mountain bike trails. In the spring and summer the town is teeming with hikers, bikers, climbers and ATV enthusiasts. In February, tourists are few and far between, and Moab feels like what it is, a small town. While the summer brings out of town retail tax, February brings the annual Wabi Sabi Fashion show.

A nonprofit organization, Wabi Sabi is a collection of second-hand stores in the Moab area "that exists to support the health and wealth of our entire community." Profit from the stores goes directly to community organizations in Moab. The organization offers workshops and gives grants to organizations that apply.

Items in the annual fashion show are made from recycled materials and auctioned to the crowd. The show brings in thousands of dollars for organizations like the Moab Teen Center and the Moab Free Health Clinic. The lively performance also serves to bring the small year-round Moab community together, both in civic action and in celebration.

Online Resources

UNC Small Towns, Big Ideas (Ord, NE p 66-73)
http://www.sog.unc.edu/programs/cednc/stbi/pdfs/stbi_final.pdf
Central Texas Electric Coop: Operation Roundup
http://www.ctec.coop/operation_roundup.php
Wabi Sabi thrift store and fashion show, Moab, UT
http://www.wabisabimoab.org/
Omaha World-Herald article on the Ord, NE Founder's Club
http://www.htccommunity.org/vcnyt&print
Ord, NE Homepage

http://www.ordnebraska.com/live/get-involved/

Community Gardens

Community gardens give people the opportunity to grow their own food while sharing resources, knowledge and ideas. Community garden programs range widely in scale, scope and expense. Gardens can provide a source of fresh local food, build community, create volunteer opportunities, provide youth programs, and teach valuable agricultural skills. When community gardens operate on a volunteer basis or use land temporarily, they can be fairly inexpensive.

Wasatch Community Gardens, a non-profit that operates several community gardens based in Salt Lake City, helps communities develop community garden programs. Always innovative, the group created the Portable People's Garden in 2009. The garden exists entirely in large, raised planter boxes and resides in an urban vacant lot. Once the lot is ready for development, the garden can be moved to a new location with little trouble. A portable garden allows for the practice of community gardening without having to purchase land.



Working at a community garden can be a very rewarding experience.

Portable or more permanent community gardens can be a useful tool where land is underutilized or transitioning between uses. Vacant lots within existing neighborhoods could house a garden until the space is desired for infill development. Portable gardens allow for a community to test the idea of a shared garden without committing to tilling soil

Working the Community Garden

The University of Utah recently implemented its first community garden for students, faculty and staff. The garden, along with a farmer's market, provides fresh local food and makes better use of available land than the sod it replaced.

The degree of investment a government makes in community gardens can vary widely. In Portland, Oregon, a city-funded community garden organization maintains a staff, holds classes, and leases plots. As in Portland, community gardens can be a part of other city open space programs, alongside parks and trails. Cities can also make use of existing, underutilized resources: proposed legislation in Salt Lake County would make it easier for gardening (as well as larger scale agriculture) to occur on vacant, county-owned land. Costs to create and maintain agricultural functions would be the responsibility of interested citizens with winning proposals.

Online Resources

City of Portland, Oregon. Community Gardens: About the Program http://www.portlandonline.com/parks/index.cfm?c=39846

American Community Gardening Association. Starting a Community Garden http://communitygarden.org/docs/starting_a_community_garden7-06.pdf

Wasatch Community Gardens

http://www.wasatchgardens.org

Salt Lake Tribune. Stettler, Jeremiah. 8 August 2009. Salt Lake County Hopes to Sprout More Community Gardens.

http://www.sltrib.com/news/ci_13146461

Critical Lands Inventory and Protection Strategy

A critical lands inventory is a database of maps and narrative that identify different types of ecological, agricultural, recreational, cultural, and/or historical resources that are important to a community or region. Typically, the purpose of the inventory is to compile data at a single source to increase accessibility, enable analysis, and identify critical lands protection priorities. While a critical lands inventory is an effective means of illustrating where priority resources are located, they can become outdated quickly if land uses are in flux.

An inventory that is developed for use by multiple jurisdictions or for an extended period of time can help solidify common goals, but it may require significant commitment of staff. Often, significant data already exists, and the inventory simply brings it together, enabling detailed analysis. While a regional visioning process can identify broad critical lands conservation goals, an inventory and associated discussion can answer the following key questions with specificity: What lands do we want to conserve? How much and where do we want to conserve land?

Washington County, Utah, created a critical lands resource guide shortly after its regional visioning process (known as Vision Dixie) to support vision principles. The guide identifies three priority categories to be considered for conservation and protection by local jurisdictions. The first includes critical lands tied to public health and safety: geologic hazards, FEMA floodplains, erosion-prone soils, and areas of wildfire risk. The second includes areas of public interest or quality of life: agricultural land, viewsheds, ridgelines, riparian areas, and scenic byways. The third category includes habitat for threatened and endangered species and critical habitat for large mammals whose migratory range also includes habitat for many smaller plant and animal species. In addition to identifying critical lands priorities, the resource guide includes policy strategies for local municipalities. Mapped data is available on the county's website.

Other communities in Utah have used the state's Geographic Information Systems (GIS) Portal or the Governor's Office of Planning and Budget's Critical Lands Planning Toolkit to obtain needed data. In the Bear Lake Valley, water quality, agricultural land, viewsheds, and other resources are important parts of the area's culture and economy. The region's riparian areas and prime farmlands, among other resources, could comprise an inventory and form the basis of a critical lands protection strategy. The Bear Lake Valley Blueprint began this process (see the natural resources, recreation, and agriculture vision map), overlaying information to illustrate where resources are and where they overlap. With refinement, goals for conservation could be established. It may not be possible to protect all critical lands, but it may be possible to protect enough.

Case Study: Rich County Coordinated Resource Management (RICHCO)

The Rich County Coordinated Resource Management (RICHCO) Sage-grouse Local Working Group is a collaboration of state and federal agency personnel, representatives from local government, non-profit organizations, academic institutions, private industry, and private individuals. The group is examining public lands management and exploring ways to provide better wildlife habitat, conduct sustainable grazing, improve riparian conditions, increase livestock numbers, and

improve the economic viability of ranching. Using the principles of time-managed grazing, ranchers propose to combine their grazing allotments, divide them into multiple pastures, and manage their stock jointly by moving them regularly through the pastures.

Efforts are based on lessons learned at Deseret Land and Livestock, where ranchers moved their stock from pasture to pasture, mimicking the natural movement of herds on the plains. Plants are fertilized and foraged by the herds, stimulating growth. Then animals move on, enabling healing and restoration of the land and habitat. The result has been increased numbers of wildlife and livestock, improved conditions for both upland and riparian areas, new recreational opportunities, and improved economic return.

Online Resources

The Nature Conservancy. Eco-regional Assessments.

 $http://conserve on line.org/work spaces/cbdgateway/era/index_html\\$

State of Utah. Geographic Information Systems (GIS) Portal.

http://agrc.its.state.ut.us/

State of Utah. Critical Lands Planning Toolkit

http://www.planning.utah.gov/CriticalLandsHome.htm

Washington County, Utah. Critical Lands Resource Guide. http://www.fivecounty.utah.gov/CED/criticallands/documents/CriticalLandsResourceGuide6-10-2008full-quality.pdf

Noss, Wuerthner, Vance-Borland, Carroll. A Biological conservation Assessment for the Utah-Wyoming Rocky Mountains Ecoregion. 2001.

Covington, Zac, (2008). A Land Use Planning Process for the Bear Lake Region: Responding to Current Regional Issues. Plan B Project (M.S.). Utah State University, Department of Environment and Society, Bioregional Planning Program. (available on Bear River Association of Government website)

http://www.brag.utah.gov/pdf/BearLakeProject_Final.pdf

Critical Lands Overlay Zone

An overlay zone is a zoning area that is placed on top of one or more (or part of) existing zones. The rules of the zones already in place still apply. Overlay zones place special regulations on an area due to special needs, like the creation of an entertainment district or watershed protection. In many cases overlay zones add an extra layer of protection for critical lands.

In the case of the Bear Lake Valley, overlay zones may protect sensitive areas by following one of two tracks. First, overlay zones can be used to mitigate the effects of development where it might occur in the sensitive areas themselves. Second, they can limit or restrict development on critical land, perhaps by incentivizing development elsewhere.

When overlay zoning is used directly in the protection of critical lands, it most often takes place in an area where development will likely occur and where sensitive environmental features exist. For example, for a residential zone near a floodplain, the overlay zone may dictate extra setbacks, a limitation on the amount of impervious surface created, or a reduced density standard. Overlay zones may be used to protect ridgelines, working farms and ranches, wildlife corridors, riparian areas, groundwater recharge areas, and many other environmentally sensitive features.

Overlay zoning is a relatively inexpensive method of critical lands preservation. As the areas in question are already zoned, it is unlikely that additional staff is required to administer them. If the zones are clearly defined in their purpose, the public education process should not be too difficult. Overlay zones may not provide the extent of protection that is desired. If an area really is of a critical nature, stronger preservation measures may be more effective than an overlay zone that allows for limited development.



Ridgelines, riparian areas, and working farms can all be protected by overlay zones. Overlay zones can be used to mitigate the effects of development where it might occur in sensitive areas, or they can limit or restrict development on critical land by incentivizing development elsewhere.

Overlay zones could be used to create greater allowable density in areas where it makes sense. For example, a destination recreation overlay could allow for more intensive development where a vibrant recreation area is envisioned. Designating land for more intensive development in such areas can reduce pressure on sensitive sites.

Overlay zones can also communicate and limit potential risks to owners, buyers and developers. Geological hazard or environmental hazard overlay zones may specify inherent dangers of a property due to flooding, landslides, avalanches, wildfire, or other land-based potential dangers. While such zones may decrease property values, they help to inform the public of risk and encourage safe living

environments. Overlay zones informing people of potential dangers also help prevent law suits and property disputes.

Overlay zones are adopted just like regular zones. Since zoning likely already exists in the proposed area, overlay zoning may seem like unnecessary government regulation. In creating an overlay zone, it is important to define a clear and specific purpose for the zone. Good data about water quality or wildlife habitat, for example, may make the difference between an overlay zone being viewed as a reasonable protection instead of capricious legislation. The zone must be clear to the landowners as well. Specific purpose and clear detail about what is required assist not only in the adoption of the zone, but aid in implementation and reduce the number of requests for variances.

Case Study: Shoreline and River Environs Overlay District, McCall, Idaho

McCall, Idaho, is a small town in the northern part of the state known for its scenic beauty and water-based recreation. Seeing a need to protect these assets, the community created the Shoreline and River Environs Overlay District in order "to protect this economic resource by protecting viewsheds and fish and wildlife habitat." The ordinance restricts building and creates a setback from the water line. The ordinance also provides for the creation of stormwater and meltwater facilities

Online Resources

McCall, Idaho Shoreline and River Environs Overlay District

http://landuse.law.pace.edu/SPT--FullRecord.php?ResourceId=615

University of Wisconsin, Stevens Point: Center for Land Use Education. Planning Implementation Tools: Overlay Zoning

ftp://ftp.wi.gov/DOA/public/comprehensiveplans/ImplementationToolkit/Documents/OverlayZoning.pdf

Midway City, Utah. Sensitive Lands Overlay Zone (Chapter 16.14)

http://midwaycityut.org/2009_ordinance_changes/Title%2016%20Land%20Use%20(20090723).pdf

Marion County, Oregon. Geologically Hazardous Overlay Zone

http://www.co.marion.or.us/PW/Planning/zoning/geohazard/chapter182.htm

Walnut City, California, Rural Overlay Zone

http://www.qcode.us/codes/walnut/view.php?topic=vi-25-iv&frames=on

Sandy Spring – Ashton, Maryland. Rural Village Overlay Zone

 $\label{lem:http://www.preserveashton.net/MNCPPC/Sandy%20Spring-Ashton%20Rural\%20Village%20Overlay%20Zone.pdf$

Wasatch County, Utah. Geological Hazard Overlay Zone (Draft)

http://www.co.wasatch.ut.us/planning/sma_final%20geo%20hazard%20 ordinance%2010-03-01.htm

Sandy City, Utah. Flood Plain Overlay Zone

http://sandy.utah.gov/fileadmin/downloads/comm_dev/planning_and_zoning/zoning_administration/land_development_code/Chapter_16_Flood_Plain_Overlay.pdf

Uintah County, Utah. Dry Fork Canyon Overlay Zone

http://www.co.uintah.ut.us/countycode/level2/T17_C17.68.html

United States Geological Survey (USGS) Natural Hazards Gateway

http://www.usgs.gov/hazards/

Utah Division of Water Quality

http://www.waterquality.utah.gov/

Utah Watershed Coordinating Council

http://extension.usu.edu/waterquality/htm/coordinating_council

Dark Sky Ordinance

According to the Astro-Lab of Canada, only 3% of formally visible stars can be seen from most cities and suburbs in the world. For a rural area, the stars may be taken for granted, a benefit of living in the country. Planning for continued visibility is much easier, however, than trying to retroactively get the stars back. Dark sky ordinances, when done well, can help a community to maintain their view of the night sky without imposing a burden on residents. Implementing a dark sky ordinance can have many benefits beyond great views of the stars. An awareness of how to focus light where it is useful and block it where it is not can also be an energy saving measure. In addition, dark nights may have positive health effects, including reduced instances of cancer and depression.

One of the advantages of implementing a dark sky ordinance in a rural area is that it negates the need for a retroactive clause. Retroactive measures often place a burden on residents by requiring that they alter their lighting infrastructure after an ordinance is passed. Aspen, Colorado, required all light sources conform within one year, while an ordinance in Boulder, Colorado, required a 15-year retroactive conformity. While the Aspen regulation is significantly more difficult to comply with, both ordinances require a cost burden to residents. An area with a relatively small amount of lighting may grandfather in existing light sources, requiring conformity with the ordinance only when there is new construction or remodeling. Such leeway may not work in a big city, but in small towns with a great view of the stars already, grandfather clauses make a dark sky ordinance much more palatable.



Stars don't hurt the view

Some other considerations when crafting a dark sky ordinance can help to make the rules easier to follow. For example, allowing exemptions for government buildings make residents less likely to take the measures seriously. If the regulations are well thought out, government buildings will need no exception. Other considerations may include exceptions for security lighting and other specifically mentioned crime prevention measures or designated high night traffic areas. In Flagstaff, Arizona, dark sky ordinances take the form of astrological zones. These overlay zones surrounding observatories limit lighting to a much greater extent than the lighting code for the rest of the city. Most areas do not have an observatory that requires protection. A well-used vista, campground, or beach, however, may benefit from a dark sky overlay zone, especially if tourism is a significant part of an area's economy.

Dark sky ordinances are not without their drawbacks. While a grandfather clause applied to existing lighting devices helps relive the cost burdens, and long-term energy costs may go down, the upfront costs, when a dark skies system are implemented, can cost more than conventional systems. Finally, while excessive light may be detrimental to views of the stars and nocturnal wildlife, it is also detrimental to crime. Security concerns must be taken into account when drafting a dark sky ordinance.

Online Resources

http://www.nationalparkstraveler.com/files/Night_Sky_Program_Brief.pdf National Park Service—Natural Lightscape http://www.nature.nps.gov/air/lightscapes Astro-Lab Practical Guide for Lighting to Reduce Light Pollution and Save

Astro-Lab Practical Guide for Lighting to Reduce Light Pollution and Save Energyhttp://docs.darksky.org/DarkSkyPlaces/MMPG.pdf

International Dark Sky Organization Model Ordinance

http://docs.darksky.org/MLO/2010/MLOdraft19July.pdf

City of Flagstaff, Arizona. Sign and Lighting Ordinance

http://docs.darksky.org/MLO/2010/MLOdraft19July.pdf

US Navy Lumens and Cost Comparison Chart

http://www.nofs.navy.mil/about_NOFS/staff/cbl/lumentab.html

Palmer, Marjorie Lighting and Dark Sky Regulations

http://www.rivercenter.uga.edu/publications/pdf/luc_dark_sky_2008_pal-er.pdf

Development Standards

Development standards are regulations ensuring certain needs are met when new development occurs. The standards can range from additions to zoning code to incentives toward adopting green building practices. Whenever an area is zoned it has at least some development standards. Most zoning code sets standards for the types of uses allowed as well as the size and layout of the structures. Standard zoning elements like setback requirements hold development to aesthetic standards as well as defining use. Traditional zoning, however, does not go much further than identifying use and site standards. A community may wish to expand requirements for development to meet changing needs.

Development standards can be narrow or more far reaching. Standards can apply to specific spaces, such as a downtown or a river corridor, or they can encompass an entire community. The purpose of development standards is flexible as well. They can address issues as specific as parking in front of apartment buildings or as broad as general building heights or setbacks.

Development standards can apply to plat approval as well as individual structures. For example, standards can put in place requirements for open space and trail networks in a new development.

Standards can help implement a trail network or preserve open space.

The U.S. Green Building Council has established preset standards, known as LEED (Leadership in Energy and Environmental Design), to make neighborhoods and individual buildings more environmentally friendly. Many cities (see list online) have made the adoption of LEED a



Development standards can help implement a trail network or preserve open space.

requirement, though to varying degrees. Cities like Scottsdale, Arizona, have made LEED a requirement for all new buildings, while Atlanta, Georgia, requires LEED certification only on city-funded projects of a certain size. Incentives for LEED building may be as simple as offering priority permit processing to LEED approved sites. While LEED standards are rigorous and may pose somewhat larger up-front costs, they have been proven to reduce operating costs and to use resources more efficiently.

The most effective way to implement development standards is to enact them as code. This can be done at the municipal level, but can be most effective in a larger area. For example, county-wide retail development standards may reduce the negative effects of competition among cities for retail revenue. Larger area standards also give developers a sense of clarity about the rules to which they must conform.

Good development standards look beyond simple zoning to address specific needs. Without a clear explanation of purpose, development standards can seem arbitrary and are thus not likely to be useful. In creating development standards, it is helpful to have specific problems in mind, as well as a specific reason for addressing them. Development standards are justified when they specifically address the problems identified.

Online Resources

Comprehensive Plan (Natural Resources, Parks and Greenspace Standards) http://www.postfallsidaho.org/CompPlanWeb/CompPlan03Web/NatResources5.

Sacramento City, California. Zoning Districts and Land Use Regulations (Residential Mixed Use Zone Standards)

http://www.qcode.us/codes/sacramento/view.php?topic=17-ii-2&frames=on U.S. Green Building Council. LEED Online Access Page (Environmental Stewardship Standards)

http://www.gbci.org/DisplayPage.aspx?CMSPageID=137

 $\label{thm:condition} \mbox{Houston Advanced Research Center. List of Cities Requiring LEED}$

http://files.harc.edu/Sites/GulfCoastCHP/Publications/CitiesRequiringLEEDList.pdf

Pacifica, California. Hillside Preservation District (Code)

http://www.smartcommunities.ncat.org/codes/hillside.shtml

Georgia Department of Community Affairs. Model Traditional Neighborhoods Development Ordinance

http://www.dca.state.ga.us/intra_nonpub/Toolkit/ModelOrdinances/TND_ModOrd.pdf

Dane County, Wisconsin. Model Traditional Neighborhood Design Code http://www.countyofdane.com/plandev/planning/traditional_neighborhood_development.aspx

Downtown Revitalization

In the Bear Lake Valley Blueprint process, the public expressed both a need for increased economic activity in the area and some limits on sprawling growth. The preservation and enhancement of existing downtown areas and main streets helps meet both goals. Revitalizing existing economic centers allows for growth in the economy without much of that growth consuming land in outlying areas. Main streets not only provide places for permanent residents to live, work and shop, they can also be a central focus for an economy tied to recreation.

Preserving and revitalizing a downtown or a main street is not easy, and there are no silver bullets. However, there are some guiding principles that seem common to successful projects. These principles have as much to do with the civic health of a small town as they do with any single major investment. According to a National Trust for Historic Preservation survey of dozens of small-town economic development initiatives, some core principles apply when revitalizing a main street

Seek Broad Involvement

Revitalization efforts that seek community buy-in from as large a base as possible are more likely to succeed. Efforts often include community painting projects, fundraisers, street fairs, and similar projects. In one community surveyed (Small Towns), artists were given subsidized rent on studio spaces along Main Street under the condition that they fix up not only their own storefront, but those of local businesses as well. While such projects don't change an economy or built environment overnight, they can be a great beginning. This leads to the next principle.

Change Is Incremental

In the literature surveyed and cited below, a pattern emerges. Those towns that underwent a long process of many small projects were more successful than those that attempted a large capital improvement project and were done. By initially seeking the easy-to-complete tasks and moving forward, towns can build momentum. Those skeptical of improvements may see a litter pick-up program or a few freshly painted signs and warm to the process. By doing the easy things first, the community is exposed to the project. This has the potential to bring in volunteers and investment. Businesses which see that an area is changing may want to take advantage of opportunities while the rent is still inexpensive. Community members and visitors may want to be a part of the exciting process of seeing positive change take place. By starting small, a community can hope to maintain the inertia needed for the long haul of transforming its economic center.

Do It Yourself

By starting small, a community realizes that it cannot simply hope for outside investment to save it. Once a main street revitalization program is launched, outside investment may come or it may not, and waiting to start work on main street in hopes that such a project will come along may delay any investment indefinitely. Communities which identify and do what they are able to do realize change. Waiting for Wall Street to save main street may mean waiting forever.

Catalog and Maximize Existing Assets

A catalog of assets, whether small shops, parks or promenades, puts a revitalization process into focus. For example, identifying two or three storefronts that house valuable businesses is helpful. Further, seeing they need new paint and getting the job done is an obvious first step, possibly because identifying assets and ways to enhance them has taken place.

Do It Right

By taking on small projects and getting the community involved, a main street may begin to see positive changes. If these changes are real, viable improvements, momentum is more likely to build. A main street should be improved for what it is, the center of a community. A good looking paint job may have more power than a low-quality but new storefront. By involving the community, taking on manageable projects, and cataloging assets leaders should have a very strong idea of what will be considered quality and what will not.

Revitalization projects can be challenging—even small incremental changes take time and money. On the other hand, a main street that a community can be proud of is significant. Downtowns and main streets can be economic engines that do not require new land, provide places to live, work, shop, and recreate. A series of contextual incremental changes can, over time, transform Main Street and foster community.

Online Resources

A Manual for Small Downtowns Pennsylvania State University

http://retailmarkets.aers.psu.edu/images/manual.pdf

 $http://www.preservation.nation.org/issues/smart-growth/additional-resources/toolkit_transportation.pdf\\$

NTHP 4 point strategy for main street preservation

http://www.preservationnation.org/main-street/about-main-street/

NTHP financial assistance guide

 $\label{lem:http://www.preservationnation.org/resources/find-funding/grants/PresFund_final.\ pdf$

U.S HUD Main Street grants

http://www.hud.gov/offices/pih/programs/ph/hope6/grants/mainstreet/

http://www.hud.gov/offices/cpd/communitydevelopment/programs/entitlement/index.cfm#eliaibleactivities

National Trust for Historic Preservation: Main Street Smartcode

 $http://www.preservationnation.org/issues/smart-growth/additional-resources/toolkit_codes.pdf\\$

USDA Rural Development Loans

http://www.rurdev.usda.gov/RD_Loans.html

USDA Rural Development Grants

http://www.rurdev.usda.gov/RD_Grants.html

University of North Carolina School of Business Small Towns, Big Ideas

http://www.sog.unc.edu/programs/cednc/stbi/pdfs/stbi_final.pdf

Downzoning

Downzoning, usually a voluntary practice, is a process in which a landowner, or group of landowners, opt to have a property's zoning reduced in density. For example, downzoning from one unit per ten acres to one unit per 40 acres would help to preserve rural character and protect working farms and ranches. In combination with tools that increase density within towns, perhaps by the addition of a mixed-use zone in a town center or a modest boost in overall density, downzoning can be a useful tool in maintaining an area's character.

Because downzoning is usually voluntary, it avoids the controversy of a mandate. It cannot be perceived as a "taking," and significant ordinance updates aren't necessary. Like other open space protection measures, however, downzoning is not perfect. For downzoning to occur, the land owners of the area must agree to it. Success depends, then, on land owners willing to give up rights to sub-divide their land for at least the foreseeable future. This is, in effect, asking an individual or group of individuals to give up potential wealth for community interests.



Without protection measures, critical lands and working farms and ranches may instead accommodate dispersed subdivisions.

The loss, however, may not be as dramatic as one might expect. A 1986 study (Nelson 1986) of Salem, Oregon, notes that agricultural land values stabilized while residential land value increased with the adoption of rural protection zoning. By defining what is rural and what is urban, Salem was able to bring stability to its property values.

On the preservation side, the pitfall of downzoning is its lack of permanence. Zoning can always be changed. For permanent protection of farmland or critical lands, tools that engage a conservation easement or other permanent protection strategy are needed. Downzoning could be viewed as an intermediate step in a move toward permanent protection.

Downzoning is only one tool of many that could be used together to preserve the character of the Bear Lake area. However, in an area where a majority of farmers value not only the use of their property, but also the lifestyle it brings, downzoning may be a simple, cheap and effective tool.

Online Resources

Apel, Mark B. Downzoning—A Land Protection Tool: How it's Been Used in One Arizona County

http://www.westernplanner.org/index.html

Realtor.org. Field Guide to Downzoning

http://www.realtor.org/library/library/fg807

Utah State Historic Preservation Office. Downzoning and Historic Districts http://history.utah.gov/historic_buildings/certified_local_government/downzoning.html

Nelson, Arthur C. 1986. Using Land Markets to Evaluate Urban Containment Programs. Journal of the American Planning Association. Volume 52, Issue 2 (June):

Economic Development Plan

A Regional Perspective

When creating an economic development plan, it is important to think at a regional scale, as this scale increasingly reflects the way people live their lives. Businesses work at a regional scale as well, realizing the low cost of economies of scale and utilizing regional networks that enable information sharing and innovation. Because of these trends and the diverse resources that a region can offer, it is the regional scale that attracts business interest.

Regional cooperation not only makes an area more attractive to business, but it also helps to balance the regional economy. While retail sales provide important services and help support the municipal tax base, they do less to enhance regional economic capacity than "high-skill, high-wage" employment. Such jobs increase the spending capacity of those they employ, increase a region's export capacity, and cultivate a skilled workforce. These things make a region more attractive to more business interests.

Creating an Economic Development Plan

While it is important to think and act regionally in terms of overall business expansion and recruitment, it is also important to think about how to prepare a municipality to be an attractive home for high-skill, high-wage companies. An Envision Utah tool (see link below), defines a four-step economic development planning process:

Establish an Economic Development Vision

This step centers on public visioning. Questions that need to be answered include: What type of businesses do you wish to attract? Where should they be located? Do we simply want to grow, or do we wish to maintain or create a specific business climate?

Conduct a Baseline Assessment

A baseline assessment focuses on the current economic development practices in a municipality, the infrastructure requirements of various industries, and municipal strengths and weaknesses in light of industry requirements. Quality of life issues apply generally, but specific industries have specific land, water, power and other requirements. For some industries, access to communications technology, for example, is more important than access to regional transportation networks. Assets and weaknesses surveyed should include land and buildings, zoning and permitting practice, taxes and regulations, infrastructure and utilities, labor and workforce, education, housing, transportation and quality of life. An inventory across these areas will identify municipal strengths and weaknesses and will highlight areas in which a municipality must coordinate and work with other communities across the region to improve services and amenities.

Prioritize and Select Implementation Strategies

An implementation strategy should move a municipality from its baseline to its future vision. The strategy may focus on upgrading economic development practices, business development, the workforce, the preparation of land and buildings, and quality of life and community amenities. The strategy should reflect not only the needs of the targeted industries defined in the economic development vision, but also the assets and weaknesses defined in the baseline

assessment. A viable implementation strategy should reflect what businesses want as well as what a city and its residents need.

Benchmark Progress

Finally, a municipality should follow up on its economic development work by establishing benchmark goals and ensuring they are met. Economic development should certainly praise its successes, but it must also examine and learn from instances where success does not occur.

Case Study: The Delta Bridge Project

The Mississippi Delta is home to some of the worst poverty and racial disparity in the U.S. Phillips County, Arkansas, facing the problems that affect much of the Delta, including a poverty rate approaching 30% and an unemployment rate approaching 15%, decided to do something about it. The result was The Delta Bridge Project.

According to the organization's mission statement, the Delta Bridge Project is "···a public-private partnership that will create and harness community spirit, reduce racial disparity, and unify community organizations and citizens so that together we create, promote, and support development efforts that result in the greatest possible benefit for all citizens." The partnership is an umbrella organization for planning and development projects in all levels of government and private and philanthropic entities.

The Project began with a partnership between two non-profit organizations launching a baseline study of the county's economy, an evaluation of past and current development efforts, and the creation of a regional strategic plan. The process was both long (18 months) and involved (300 residents participated). The plan outlines 46 specific goals, each with a coordination team. The teams report to the Delta Bridge steering committee. The steering committee works with the Local Development Council (a non-profit and manager of the Project's finances) to fund and implement the goals of the strategic plan.

To date, the outcomes from the partnership have included numerous investment projects in the county, a public transportation system, the creation of a recreation facility, a number of school and after-school programs, and a highway project that routes more traffic through town. Since the project began, fundraising campaigns have hit record numbers. The Delta Bridge project demonstrates that a coordinated, concerted effort that is well organized and aggressive can be transformative.

Online Resources

USDA Community and Economic Development Technical Assistance Program http://www.rurdev.usda.gov/ut/

http://www.rurdev.usda.gov/id/ Flynn, Erin. 2005. Thinking and Acting Regionally in the Greater Wasatch Area: Implications for Local Economic Development Practice.

 $\label{lem:http://www.envisionutah.org/Economic%20Development%20Toolbox_Partl_ExecSum.pdf$

U.S. Federal Government. Economic Development and Infrastructure Resources Page

Educational Access

Lack of access to quality higher education is a major problem for many rural areas. Communities lacking an institution that offers a broad base of degrees face a twofold problem. First, smart young people leave rural areas to seek higher education. Second, an area that lacks higher educational institutions is denied the cultural and business opportunities that a community college, university, or other institution can bring.



Lack of access to quality higher education is a major challenge for rural areas yet is an achievable and worthy endeavour.

While bringing a quality higher education experience to a rural community is no small task, it is achievable. The case study, highlighted, of the Darlington Campus of the Redlands Community College, is illustrative of how a series of small events led to a high-quality educational institution tailored to the academic and development needs of a small town. While establishing a university, university extension, or a community college takes time, smaller initiatives can have more immediate effect. Expanding high-speed internet access can link an area to nearby state institutions though distance learning programs. Bear Lake could examine existing programs, such as Bridgerland Applied Technical College's campus in Woodruff, to explore expansion or new programs. Courses and degrees could be designed to grow the region's share of the overall economy and to prepare for emerging fields and explore leadingedge practices, or to grow specific economic sectors, like recreation or value-added agriculture.

Case Study: Redlands Community College, Oklahoma, Darlington Campus

The Darlington Campus of Redlands Community College is located in the town of El Reno, Oklahoma, home to less than 17,000 people (2009 US Census). The satellite campus hosts a number of agricultural projects advancing science in the field. The viticulture and enology programs are hands-on operations that produce their own wine from vine to bottle. Sales from the wine, as well as some of the Oklahoma alcohol tax, are put back into the program. Darlington also has programs in equine, goat and dairy science, as well as reproductive science. These programs have garnered more than \$4 million cash and equipment donations.

Partnerships include wireless research with OneNet (Oklahoma's research and education network), which provides internet access to

the campus. A partnership with the DeLaval organization in Sweden provides microchips and other research for goat science studies in exchange for monitoring software. IMV Technologies in France has partnered with the college to purchase commercially unavailable reproductive equipment at cost. These partnerships have led to more than 15 applied research projects. More importantly, they have garnered sponsors such as Archer Daniels Midland, Oklahoma Center for the Advancement of Science and Technology, Evergreen Feeds, National Institute of Health Bridges to Baccalaureate Program, the Oklahoma State Regents for Higher Education's Economic Development Grant, and US Department of Agriculture Agricultural Research Service.

The Darlington Campus was created when an unused facility was donated to the Redlands Community College by the state legislature. Building on the partnership with OneNet, the campus expanded through a series of grants, partnerships and donations. Today the Darlington Campus is not only a center for specialized agricultural research and a model for academic and private partnerships; it is also a major force for economic development in El Reno, Oklahoma.

Online Resources

Redlands Community College Darlington Agriculture Education and Applied Research Center Economic Development Projects

 $\label{lem:http://www.thequilt.net/business_case_project \% 20 Red lands \% 20 Community \% 20 College-Economic \% 20 Development \% 20 Project 8-09, pdf$

USDA ARS

http://www.ars.usda.gov/main/main.htm

NIH Bridges to Baccalaureate

 $\label{lem:http://www.nigms.nih.gov/Research/Mechanisms/BridgesBaccalaureate.htm} \\ OneNet$

http://www.onenet.net/

Rural Community College Alliance

 $http: \hspace{-0.1cm} /\hspace{-0.1cm} rural ccalliance.com/index.php?option=com_frontpage\<emid=1$

University of Utah Distance Education

http://continue.utah.edu/distance/index.php

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Entrepreneurial Development / Business Incubators

While communities desiring economic development may benefit from pursuing outside investment, developing a culture of local entrepreneurship can also enable a region to benefit from a larger overall market. When local entrepreneurs develop and grow their businesses, particularly if they can find ways to both serve local communities and reach beyond them to other regions, the possibility for job growth through locally owned businesses exists. When local businesses are able to export goods and services out to other markets, they begin growing the size of the marketplace in which they prosper, rather than competing among other local business for a larger slice of a fixed economic pie. Supporting local innovation, whether in agriculture, recreation, or other industries, can create a more diverse and resilient economy that generates jobs spread across many employers and sectors. Entrepreneurs can spark economic vibrancy and, in turn, make an area more attractive to outside investment.

Business Incubators

A business incubator is a set of resources that support expanding and new businesses. In smaller communities seeking to create an entrepreneurial climate, business incubators may simply be donated or reduced rate office space and a phone line. When communities create an incubator, they usually do so to create local jobs or strengthen an existing industry. Business incubators can be geared toward a specific industry (technology is common) or be open to any range of entrepreneurs who apply. Success rates nationally for business incubators are strong. According to the National Business Incubator Association (NBIA), citing a University of Michigan study, 87% of incubated businesses stay in business, while only 17-18% of first-time entrepreneurs are successful.

A good incubator will have clear ideas about what kind of jobs it wishes to create, how many of them, and from where it will draw funding and talent. Balancing the resources a community has against the scope of what it wishes to achieve will help define exactly what the incubator will do. Business leaders, elected officials, and the public should be involved in developing a plan. Services offered by an incubator may include:

- Phone lines/High-speed Internet
- Office space
- Marketing assistance
- Legal assistance
- Accounting services
- · Networking activities
- Topical seminars/webinars
- · Mentor programs
- · Capitol strategies
- Loan guarantee programs

A successful incubator will tailor its services to its community and entrepreneurs, and support existing or desired market assets. Office space, for example, may not be needed. According to the NBIA, many incubators exist only in the virtual world, offering internet and phone services while entrepreneurs remain work remotely. Other programs address a basic need for mentorship and training. Identifying and addressing such needs is the role of innovative business incubators and entrepreneurial support.

Once an incubator is up and running, maintaining community contact can build further support. Entrepreneurs working in an incubator may offer a lecture at a local school or library. Grant writing or other seminars can be offered to both incubator businesses and interested members of the public.

Funding structures for incubators and the businesses they foster can be complicated, and many are formed in partnership with a local economic development organization. Funding can also come from grants, local tax dollars, interested business people or bank loans. People with business experience can also be an incredible resource. In Brevard, North Carolina, a community with many retirees, a network was created to provide legal, practical and other business-related advice. The retired people in the community had a unique combination of experience and time. As assistance was volunteered, the project was low cost. Further, the network created a stronger bond between the entrepreneurial community and the town at large.

In Bear Lake, tying local residents to retired second homeowners with vast business experience may be helpful. Introducing business development skills in high school and beyond may cultivate the next generation of business leaders.

Case Study: Davis Applied Technology Center Entrepreneurial Center, Morgan City, Utah

Partnering with the Davis Applied Technology Center, Morgan City, Utah, has started is opening a unique business incubator. In Morgan, several home businesses are ready for expansion. Seeing an opportunity to harness a culture of entrepreneurship, the city applied for a federal CBDG grant. Securing the funds will allow them to purchase and furnish office space, and lease it at a tiered rate. Business and technical education will also available. By securing outside funding and partnering with an existing educational institution, the city is able to create a business incubator responsive to needs at little cost to the municipality.

Online Resources

Homegrown Jobs Program (North Carolina Rural Economic Development Center) North Carolina' S Rural Economic Development Center Microenterprise Loan Program

http://www.ncruralcenter.org/business-programs/microenterprise.html

Morgan County News: Entrepreneurial Center Coming to Morgan

 $\label{lem:http://morgan-mor$

Davis Applied Technology College

http://www.datc.edu/

U.S. Dept of Housing and Urban Development: Community Block Grants

http://www.hud.gov/offices/cpd/communitydevelopment/programs/

Handy Chart Comparing different types of business incubators

http://www.1000ventures.com/business_guide/business_incubators_4models_byindiaco.html

National Business Incubation Association Frequently Asked Questions

http://www.nbia.org/resource_library/faq/

Austin (Texas) Technology Incubator

http://www.ati.utexas.edu/

Seminole Technology Business Incubation Center (Central Florida)

http://www.seminoleinc.com/

High Technology of Rochester (New York)

http://www.htr.org/

Big Ideas, Small Towns (UNC rural economic development guide)

http://www.sog.unc.edu/programs/cednc/stbi/pdfs/stbi_final.pdf

http://www.eda.gov/InvestmentsGrants/InvestmentPriorities.xml

Kuhn, Tim A Primer for Grant Entrepreneurs

http://emedia.leeward.hawaii.edu/writing/GrantWriting101.pdf

US Government grants page (Includes available grants and resources) http://www.grants.gov

US Government Small Business administration (Grants, resources etc) http://www.sba.gov/

Farmland Preservation

Agriculture not only enhances the scenic beauty of the Bear Lake area, it is a large part of its economic engine and provides a culture and lifestyle that makes the area unique. Without preservation measures farmland, particularly near the lake, will likely be redeveloped over time. Techniques for preserving farmland are numerous and include protective zoning, transfer of development rights, conservation easements, right-to-farm legislation and agricultural districting. Several of these tools, both regulatory and incentive-based, are reviewed elsewhere in this toolkit, and a few more are discussed below.



Agriculture is an important part of Bear Lake Valley's economy and character.

Master Planning

By including farmland preservation in a master plan, the basis for farm protection zoning is codified. Including farmland in a master plan also grants the basis for growth management practices that include agriculture.

Mitigation Ordinance

A mitigation ordinance is usually used in conjunction with protective zoning or some other regulated designation of farmland. A mitigation ordinance usually states that for any loss of designated farmland, a developer must create or protect that much land somewhere else. Mitigation ordinances are quite new, with the first adopted in 1995, in Davis, California. In Davis, developers must protect one acre of farmland for every acre they convert (American Farmland Trust). A successful mitigation ordinance also exists in King County, Washington (American Farmland Trust).

Green Belts

When development encroaches on farmland and property taxes rise, property owners understandably begin to view their farm in a different light—as a future subdivision location instead of ground for food production. Green belt laws assess property tax based on agricultural use, not on potential developable use, thereby keeping taxes low. In addition to helping preserve the farm by creating a financial incentive to keep the ground in farm use, green belts make general financial sense. Agricultural land uses fewer services than residential development, and a green belt reflects the expenditures by a municipality or county to provide services.

Conservation Easements

A conservation easement is a voluntary, permanent deed restriction placed on a parcel to protect its resources or functions—natural or man-made. An easement precludes future real estate development and identifies permitted and prohibited uses. An easement may protect or preserve environmental conditions like water quality or preserve an economic pursuit like farming or ranching.



Without protection measures, farms in the Bear Lake Valley facincreased development pressure.

Conservation easements are often used in tandem with other growth tools, such as the purchase of development rights or the transfer of development rights to another property. These programs enable a landowner to receive the economic benefit of the development rights associated with the land, while not building them on site. Further, the landowner can continue current use of the land—economically benefitting from farm operations. Finally, with development rights removed, the land is usually assessed at a lower tax rate, further enhancing the viability of farming.

Soil and Water Grants

By recognizing the value of soil and water that are protected by continued farming, some areas have offered soil and water protection grants. These grants usually guarantee a certain time frame in which the farmer will keep farming, and thus continue to protect ground water and soil stability. While such grants are sometimes seen as an excessive municipal expenditure, they can be less costly than building and maintaining water treatment plants and initiating soil reclamation projects.

Online Resources

Utah Agricultural Code (relevant statutes include 4-7,4-8,4-18,4-19,4-21,4-22) http://www.livepublish.le.state.ut.us/lpBin22/lpext.dll?f=templates&fn=main-hit-h. htm&2.0

Utah Criminal Code (Right to Farm Legislation, two locations in Utah Code) http://www.livepublish.le.state.ut.us/lpBin22/lpext.dll?f=templates&fn=main-hit-h. htm&7.0

http://www.livepublish.le.state.ut.us/lpBin22/lpext.dll?f=templates&fn=main-hit-h. htm&2.0

Idaho Right to Farm Legislation

http://www3.state.id.us/idstat/TOC/22045KTOC.html

Idaho TDR Enabling Legislation

http://www3.state.id.us/cgi-bin/newidst?sctid=670650015A.K

American Farmland Trust. Rocky Mountain Agricultural Landowners Guide to Conservation and Sustainability

 $http://www.farmlandinfo.org/documents/30427/FINAL_Rocky_Mountain_Guide.pdf$

Natural Resources Conservation Service. 2003 National Resources Inventory: Land Use

http://www.nrcs.usda.gov/technical/NRI/2003/Landuse-mrb.pdf

2007 Census of Agriculture: County Level Data.

 $Idaho: http://www.agcensus.usda.gov/Publications/2007/Full_Report/Volume_1,_Chapter_2_County_Level/Idaho/index.asp$

Utah: http://www.agcensus.usda.gov/Publications/2007/Full_Report/Volume_1,_Chapter_2_County_Level/Utah/index.asp

Flexible Lot Size Policy

Minimum lot size, as a residential zoning practice, has been primarily an attempt to preserve property values. It makes sense that a one-acre lot will sell for more than a half-acre lot. The theory is extended to suggest that the price of a two-acre lot will be reduced if it is next door to a half-acre lot. Zoning code that enforces minimum lot size addresses potential concerns about the stability of residential property values and neighborhood character. By ensuring that a lot is of a given size, the law also ensures a certain level of home value and thus a certain amount of wealth for any potential home buyer.

Whether or not it is reasonable to dictate through code who can afford to live where is up to debate. Regardless, in requiring a minimum size for a lot, a subdivision developer is forced to use as much of the property as possible to maximize profits, spreading development out across the whole of a subdivision. Protecting critical lands on a parcel doesn't happen alongside the development of land value.



Smaller lots can be a part of new development, increasing housing options and allowing for the preservation of critical lands, while enabling a landowner to develop at full density.

Allowing flexible lot sizes increases the options available, allowing for increased housing diversity and attention to critical lands or recreational amenities. A method growing in popularity is the adoption of an average lot size instead of a minimum. With a one-acre minimum lot size, a new 100-acre subdivision is very likely to contain 100 one-acre lots. However, with an average lot size of one-acre, the property could be subdivided into a mix of lot sizes, accommodating wider range of housing options while also protecting sensitive features like stream beds or valuable vegetation. In this scenario, a 100-acre subdivision may contain 30 preserved acres along a stream corridor encompassing a trail, 50 one-acre lots, 30 half-acre lots, and 20 quarter-acre lots.

Lot size averages allow a developer to maintain overall density (and thus revenue) while providing a mixture of housing options. Townhomes and large single family homes sharing the same subdivision is a departure from conventional residential zoning of the past several decades, but such diversity is a hallmark of many historical neighborhoods built before the strict separation of land uses and housing types. There is also more research on property values, indicating that proximity to open space may be as significant

an indicator of property value as lot size (Arendt). A community need not decide between open space preservation and the development of new housing.

Allowing for average lot size is a practice that increases options—for residents, municipalities, and developers. A landowner could create standardized lot sizes, or a landowner could exercise flexibility.

Online Resources

Arendt, Randall. 1999. Growing Greener: Putting Conservation into Local Plans and Ordinances. Washington D.C.: Island Press

Kopits, Elizabeth et. al. 2009. Lot Size, Zoning and Household Preferences: Impediments to Smart Growth? Resources for the Future

http://www.rff.org/RFF/Documents/RFF-DP-09-15.pdf

New Hampshire Department of Environmental Studies. Lot Size Averaging: One Size Does Not Fit All

http://des.nh.gov/organization/divisions/water/wmb/repp/documents/ilupt_chpt_1.2.pdf

Sample Codes from Smart Growth Gateway

http://www.smartgrowthgateway.org/ordinances.shtml#lotsize

Form-Based Code

Form-based codes encourage a predictable community form and high-quality public spaces by using the physical form of a community as the organizing principle rather than the separation of uses. Such codes shape private development to produce good public spaces. Instead of focusing narrowly on land use and prohibited uses, form-based codes allow communities to prescribe how they want their towns, cities and suburbs to look and feel.

Form-based codes incorporate recent advances in urban design. The ideas, however, are often based on early American towns with careful attention to the relationship of buildings to one another and to the street: buildings are placed closer to streets; parking is located in the rear; blocks are smaller and streets are narrower; architecture is varied; and buildings are used to frame important civic spaces.

Most importantly, mixed-use development is encouraged in most form-based codes, a departure from Euclidian zoning which has increasingly separated even highly compatible uses from one another. Whereas conventional zoning codes are often heavy tomes, with page after page describing what uses can go where, form-based codes are generally light on land use proscriptions. The community decides on a basic form for the new development, and the market decides to a reasonable degree on its use.

According to the Form-Based Code Institute, form-based codes generally consist of the following:

- A regulating plan, which is similar to a zoning map in that it defines the geographic boundaries of the code.
- Public space standards, which lay out the dimensions and characteristics of sidewalks, roads and parks.
- Building form standards, which define how buildings respond to the public realm.
- Use of administration guidelines.
- Definitions of uncommon terms.

Beyond these basic characteristics, form-based codes may also include architectural and landscaping standards, environmental regulations, and graphic annotations. Codes vary according to their length, level of detail, and the type of planning issues they address. Some have very detailed descriptions of architectural treatments. Other codes take a minimalist approach, trusting the developer to determine an appropriate architectural style.

A form-based code can either be mandatory, optional, or "floating," which means a set of regulations without predetermined geographic boundaries. The use of form-based codes is relatively new, but they have been successfully implemented in places around the United States, including Florida, Texas, and California. Their reliance on graphical illustrations has made implementation easier for the development community as well as local politicians and planning staff. The best-known model is Duany Plater-Zyberk's "SmartCode," an open-source model code intended for adaptation by local communities.

Hybrid form-based codes are codes that take elements of a form-based code—usually graphical urban design standards—and blend them into a conventional code. These standards improve the conventional code but usually lack the attention to the public realm—how the streets, buildings and open spaces relate to one

another. The lack of specificity in this respect tends to reduce the level of predictability, diminishing many of the advantages of form-based codes.

Online Resources

Form-Based Code Institute.

http://www.formbasedcodes.org/index.html

Smart Code Central.

http://www.smartcodecentral.org/index.html

Ventura, California. Midtown Corridors Development Code (An award-winning form-based code)

http://www.formbasedcodes.org/downloads/VenturaCA_MCDC_FBC.pdf

Fort Worth, Texas. Near Southside Development Standards and Guidelines (An award-winning form-based code)

http://www.formbasedcodes.org/downloads/FortWorthTX_NSS_FBC.pdf

City of Post Falls, Idaho. SmartCode

http://www.postfallsidaho.org/pzdept/SmartCode/SmartCode.pdf

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Impact Fees

Impact fees are one-time charges assessed by a local government to offset the additional public-service costs of new development. They are usually applied at the time a building permit is issued and are dedicated to the provision of additional services-such as water and sewer systems, roads, schools, libraries, parks and recreation facilities-made necessary by the new development. Fees must be used for a specific, development-induced expense and not for a city's general budget. For example, an impact fee assessed on a new home may pay for costs associated with providing the development with a sewer connection, but not to pay down a city's debt or boost its general fund.

The amount of the impact fee must be clearly linked to the added service cost. Impact fees may be based on the local government's average cost of providing services, or they may be based on the actual cost of providing services to a specific development. Although impact fees do not alter total service or infrastructure costs, they do affect who pays those costs. Each community must decide whether the cost of new infrastructure is charged directly to the new residents by using impact fees, or shared among all new and current residents through higher taxes. By adopting impact fees, the burden on current residents is eased by shifting the expense of new infrastructure costs onto the new development.

The manner in which impact fees are calculated makes a difference and is specified in state law. When the actual cost to provide services is calculated (rather than simply applying an impact fee based on average cost), some development locations may become more attractive, while others may become less attractive simply because providing services is more expensive. It may make infill development more appealing because of proximity to existing infrastructure, and it may offset the attraction of reduced land costs outside of urban areas.

Because impact fees require an "essential nexus"—a reasonable relationship between the fee assessed and the cost of service provided—municipalities, as primary service providers, are better suited than counties or states to assess and use impact fees. Provision of service allows the assessing body to justify the essential nexus required when assessing an impact fee.



Impact fees can be used to establish utility connection:

The legal history of impact fees is written as a litary of developer's challenges to them. If the "essential nexus" is maintained, challenges are not usually sustained. Win or lose, challenges can result in

protracted and expensive legal battles. If a municipality can clearly demonstrate that impacts from a new development will generate a specific need, impact fees can help mitigate this expense.

When assessing a fee, it is important to consider that the cost of the fee is usually passed from developer to home buyer. Some cities have chosen to implement a progressive impact fee to protect those requiring affordable housing. Progressive fees make some economic sense, as higher income homes often use more services. A HUD-produced document (Impact Fees & Housing Affordability) recommends impact fees based on unit size. In Albuquerque, New Mexico, impact fees can be waved outright if affordable housing standards are met. As impact fees are implemented, it is important



Impact fees can create and maintain parks, but planners should be wary of them as tools for preserving critical lands.

to ensure that the fees are not a de facto means of excluding lower income residents.

An impact fee's purpose is to enable communities to mitigate specific costs associated with new development. Other effects to land use patterns, affordable housing, or other factors should also be considered in implementing an impact fee program.

Online Resources

Smith, Craig and Scott Ellsworth. A Brief History of Utah Impact Fee and Exaction Law

 $http://www.impactfees.com/pdfs_all/IMPACT\%20FEE.pdf$

U.S. Department of Housing and Urban Development, Office of Policy Development and Research. 2008. Impact Fess & Housing Affordability: A Case Study for Practitioners

http://www.huduser.org/portal/publications/pdf/impactfees.pdf

Center for Urban Policy and the Environment at Indiana University-Purdue University Indianapolis. An Internet Guide to Financing Stormwater Management: Impact Fees

http://stormwaterfinance.urbancenter.iupui.edu/Impact.htm

State of Washington. Transportation Impact Fee Service Area (Code)

http://www.codepublishing.com/wa/desmoines/html/dmoins12/dmoins1256.html State of Utah. Impact Fees (Code)

http://www.livepublish.le.state.ut.us/lpBin22/lpext.dll?f=templates&fn=main-hit-h.htm&2.0

State of Idaho. Development Impact Fees (Code)

http://www.livepublish.le.state.ut.us/lpBin22/lpext.dll?f=templates&fn=main-hit-h. htm&2.0

Infill and Redevelopment

Revitalizing a main street or downtown area is more than sprucing up existing structures and attracting new business. Holes in the fabric of a town center detract from the economic and social potential of the area. A center should be the focus of service and retail in the area. When these facilities are more widely distributed people will be less likely to walk, linger and shop in the area. Creating a cohesive downtown or main street includes filling in vacant properties and redeveloping those that have shut down or are underused. Growth in town centers can be encouraged through incentives or by dissuading development in outlying areas. There are a number of policy methods used to encourage infill and redevelopment in a targeted area. They include the creation of an overlay zone, offering tax incentives or reduced property tax, and creating an infrastructure support.

Overlay Zone

The creation of an overlay zone in a targeted area that allows greater density than surrounding areas is one of the most cost-effective tools. Such a zone may by itself encourage developers to choose infill rather than greenfield development as more density can mean more profit. An overlay zone can also encourage a mix of uses, creating walkability as it increases density. Such codes have implemented in cities both large and small. Links to model code are attached.

Tax Incentives

Some communities have offered breaks on property taxes for a set amount of time if a business is willing to locate in a desired infill area rather than an adjacent location. Such a program may initially charge a small percentage of the normal property tax, incrementally increasing the rate over a period of time until the tax is normalized. Tax incentive programs are often administered in conjunction with an economic development corporation. The Economic Development Corporation of Utah (EDCU) has experience in this area, and their contact information is included.

Infrastructure Support

By supporting the targeted area with infrastructure and services, businesses looking to relocate may see a distinct advantage. Adding sidewalks and pedestrian amenities, serving the area with transit or shuttle routes and even adding signs can all increase foot and vehicle traffic, contributing to business. Capital improvements can be expensive, especially when seen only as a strategy to encourage infill. If, however, improvements are scheduled already, targeting them to positively promote growth can have great impact.

Dissuading Greenfield and Outlying Development

Positively pointing growth toward a town center to encourage redevelopment is not the only option. A community may also decide that it wants to discourage growth in certain areas. This can not only prevent development in places the community doesn't want it, it can encourage growth elsewhere. Tools identified in the toolkit to discourage growth in certain areas include a critical lands overlay zone, farmland preservation, impact fees, and purchase of development rights. Many of these tools can be seen as imposing on private property rights if used capriciously. It is important to gauge community support before undertaking any major land-use change.

Growing the community in a way that encourages economic development and requires fewer roads, sewer and other construction is a net positive. Infill and redevelopment also allow for open space and agricultural preservation. Centering services, retail, and housing in one area cuts transportation and service line costs. Even in a dispersed rural community main streets and town centers are seen as a traditional part of the urban fabric.

Case Study: Selma, North Carolina

Selma is a small railroad town of less than 6,000 people near Raleigh, North Carolina. After the closure of the textile mill (Selma's major employer), a section of town fell into neglect, attracting crime and resisting development. To improve this blighted area, the town adopted a tax grant strategy. Residents and business owners in the district are free to pay their property tax as normal. If, however, owners choose to make improvements to their property or develop an existing property, they are awarded a grant of 0.49 cents per \$100 dollars of the difference between the previous and improved property values. After five years of receiving the grant, owners revert to paying the normal property tax. The money is not a large sum, even for a large improvement, and is thus feasible for a small community.

Selma implemented its tax grant policy in 2006-2007 so its real impacts may yet to be seen. However, a number of antique shops have moved into the targeted area, and the neighborhood has changed for the better. A tax grant strategy has the benefit of being strictly municipal and can be targeted to a specific area. Other communities wanting to implement a tax grant strategy should first evaluate the likely differences between existing and improved structures to get a sense of the real cost of the program.

Online Resources

Economic Development Corporation of Utah

http://www.edcutah.org/

Idaho Economic Development Association

http://www.ieda.biz/

PolicyLink.org Infill Incentives

 $http://www.policylink.org/site/c.lklXLbMNJrE/b.5137445/k.A34D/Infill_Incentives.htm$

Sierra Vista, AZ Infill Incentive Policy

http://www.sierravistaaz.gov/egov/docs/1277756479_705200.pdf

 $\label{thm:municipal} {\it Municipal Research and Services Center (Washington State) Infill Development: Completing the Urban Fabric$

http://www.mrsc.org/Subjects/Planning/infilldev.aspx

Provo City, Utah Redevelopment Option Zone (Code)

 $http://www.provo.org/userfiles/downloads/council/title_14_chapters_50-50_23_combined.pdf$

Georgia Quality Growth: Tools for Financing Infill Development

http://www.georgiagualitygrowth.com/ToolDetail.asp?GetTool=88

University of North Carolina, School of Government: Small Towns, Big Ideas, Selma, NC p 146 $\,$

http://www.sog.unc.edu/programs/cednc/stbi/

Intergovernmental Coordination

Many jurisdictional boundaries exist in the Bear Lake Valley. It includes nine municipalities and a state line that divides the area's defining feature in half. However, natural resources like the Bear Lake, air quality, or wildlife range don't operate within political boundaries, so intergovernmental cooperation becomes necessary. Strict water quality standards in Idaho and lax ones in Utah would still result in low water quality for the lake as a whole. The quality of our air and water is perhaps the most profound reason for governments to work together, but they are not the only ones.

Infrastructure and services can benefit from an economy of scale. Regionally planned transportation and sewer and water lines are better integrated and more efficient. Connections to sewer and waterlines are cheaper per household in a larger and better integrated system. The system as a whole is more efficient than an agglomeration of smaller systems. Providing police and emergency services, trash pick-up, and other community services may all be more efficiently provided when governments work together to provide them.

A united region also has the benefit of greater leverage in state and national affairs. Regional coalitions provide more expertise, more political influence, a larger tax base and greater potential to implement change. There are several methods for achieving regional cooperation:

Annexation

Affords cooperation at a small scale within a portion of a region. An existing government, usually a city, incorporates outlying land into city boundaries. Annexation and annexation declarations can cause disagreements between communities whose boundaries are close together or whose annexation declarations overlap. Working through annexation issues with neighboring cities can bring unity of purpose and common understanding.

Consolidation

Consolidation occurs when a group of municipal governments band together to form a new, larger municipality. This more typically occurs in larger urbanized areas, where municipalities are no longer distinct from one another.

Interlocal Agreements

The most common means of intergovernmental coordination, interlocal agreements enable two or more local governments to work together on shared goals or to provide services. Interlocal agreements can be extremely specific, providing fire, water, police or myriad other municipal services. Interlocal agreements across state lines are also somewhat common, though special consideration is required, as differing state codes can make arbitration difficult if the agreement is broken. Many interlocal agreements form a commission to address issues regarding a particular geographical feature. In the Bear Lake area, the Bear Lake Heritage Area already represents an interlocal agreement spanning state lines. Building on or adding to such agreements may prove beneficial when addressing regional issues.

As the Bear Lake Valley moves toward common regional goals, such as maintaining water quality, farmland conservation, economic development, or regional trail system construction, interlocal agreements may help enable appropriate planning and implementation.

Association of Governments

Associations of governments are common to both Utah and Idaho and present opportunities for regional collaboration, technical assistance, and securing funding for specific projects. Rich County is in the Bear River Association of Governments (BRAG), and Bear Lake County is in the Southeast Idaho Council of Governments.

Regional Commissions

State-supported commissions have the ability to cross state lines and can be a means of addressing regional needs and securing needed resources. The Bear Lake Regional Commission operates in the Bear Lake area.

Regional cooperation is not a blanket solution. Greater regional cooperation must be balanced with recognizing local autonomy. Local elected officials have an understanding of the sentiments of those they represent. As regional cooperation is contemplated in future projects, these officials will play key roles.

Online Resources

Utah Code. Interlocal Agreements

http://www.le.utah.gov/UtahCode/section.jsp?code=11-13

Bear River Heritage Area. (An interlocal crossing the Utah/Idaho Boarder)

http://www.bearriverheritage.com/content/WYSIWYG/agreement(mou)0606for%20website.pdf

City of Rexburg, Idaho. Area of City Impact Interlocal Agreement

Chapter 16.06 Impact Zone:

http://www.rexburg.org/DocumentView.aspx?DID=234

Zoning Map with Impact Area:

http://www.rexburg.org/DocumentView.aspx?DID=391

Boulder County, Colorado. Transfer of Development Rights Program and Interlocal Agreements

http://www.bouldercounty.org/lu/planning_division/tdr_program/index.htm http://www.bouldercounty.org/lu/igas/index.htm

Mixed-Use Zoning

The separation of land uses in the United States, as mandated by local zoning code, was created in response to health and safety concerns coinciding with the industrialization of cities. Initially, codes separated industrial uses from residential uses—no one wants to live next to a slaughter house or a paper mill. Over time, land use separation became more widespread, until even highly compatible land uses—ones that historically coexisted in harmony, such as offices, residential and small retail—were separated. The result increased auto dependency and reduced convenient access to day-to-day services. Our cities and towns stopped being about proximity to people and services and started being seen as a traffic problem.

In response to the strict segregation of land uses, many municipalities are creating special mixed-use zones. These zones allow for compatible mixes (the paper mill is still prohibited) in specific locations. Mixed-use zones can create small town centers, usually mixing residential, retail, office and commercial. Such zones can be used sparingly in already developed areas or applied broadly at the discretion of the municipality or its citizens. In most cases, mixed-use zones are added to existing commercial or town centers, and not imposed upon residential communities.



A simple mixed-use neighborhood center combining retail and residential.

Mixing uses allows for greater density in town centers by incorporating residential units into the mix of retail or office space. This density increase in already developed areas adds desired vibrancy and allows for the preservation of critical lands and working farms and ranches, as new land is not required for development. Mixed-use development also lowers vehicle miles traveled in a region as vehicle trips are shorter and walking becomes a viable option for more citizens. Mixed-use, more walkable communities not only lessen pressure on existing roads, but also provide options for the young, the elderly, and others who cannot or do not wish to drive. In recreational areas like Bear Lake, it can enable tourists to access recreational amenities and services within walking distance of where they are staying.

Like conventional zoning, mixed-use zoning can prohibit certain uses, limit heights, and define setbacks. Allowing for more freedom of use does not mean giving up control over the shape of a neighborhood or accepting a scale incongruent with nearby development. A neighborhood center may be composed of mostly single-story buildings housing a school, library, and a mix of offices, shops, and

residences. This case demonstrates horizontal mixed-use: a range of uses are conveniently located near one another, but not necessarily on top of one another. Alternatively, a mixed-use town center may assume a more vertical form, including multi-story structures that house first floor retail, second floor office space, and residences on an upper floor.



Horizontal mixed-use development provides walkability and a community feel.

Mixed-use zoning is an element of town planning that can allow and encourage centers accommodating a variety of uses, allow for greater mobility, and focus density in desired areas. Many communities throughout the West are using mixed-use zones to focus development in desired areas. North Logan City has adopted a mixed-use zone that offers "live, work, and play" opportunities within convenient walking distance. Such zones can enhance existing main streets without creating an overwhelming urban feel, as well as allow for further development without spilling into the countryside. Mixed-use zoning can be tailored to the needs of the community that adopts it.

Online Resources

Sandy City, Utah. Mixed Use Zone

 $http://sandy.utah.gov/fileadmin/downloads/comm_dev/planning_and_zoning/zoning_administration/land_development_code/Chapter_04_Zoning_Districts.pdf$

Cottonwood Heights, Utah. Mixed Use Zone

http://www.cottonwoodheights.utah.gov/library/media/papers/pdf/19.36%20 MU-Mixed%20 use%20 Zone.pdf

Farmington, Utah. Mixed Use Zone

http://www.farmington.utah.gov/downloads/community_development/title_11_chapter_19.pdf

Walker, Philip L. 2009. Downtown Planning for Smaller and Midsized Communities. Chicago: Planners Press.

Winston, Rodger D. 2007. Achieving Horizontal and Vertical Integration—Challenges of Mixed Use Development. Probate & Property, March/April

http://www.ballardspahr.com/files/tbl_s29GeneralContent/PDFfile2223/66/ Attachment7.pdf

North Logan City Zoning Code

 $\label{logan.ut.us/city} $$ http://www.ci.north-logan.ut.us/City%20Code/Title12C%20-%20Land%20Use%20-%20Zoning.pdf$

Open Space Requirements and Fee-in-Lieu Programs

Communities can maintain open space by adopting open space preservation requirements for subdivision plat approval. Sometimes open space requirements are directed toward a specific purpose, such as a trail network, or they can apply to any new development or redevelopment.

When an open space requirement is a flat percentage of a parcel, regardless of its size or whether ecological, recreational or other values are present on the land, its onsite implementation may or may not make sense. For example, a parcel may contain a small amount of critical lands which ought to be preserved. If critical lands only fall on 10% of a site and the open space requirement is 30%, it may be better to employ a fee-in-lieu option on the remaining 20%. A fee-in-lieu allows a developer to pay a fee instead of preserving open space on-site. The fee is used to preserve higher-priority spaces in another location.

In order to maintain the legal "essential nexus" requirement when adopting a fee-in-lieu program, it is helpful to create a designated open space fund. This avoids any appearance that fees collected may be entering the general fund. While a fee-in-lieu is technically separate from an impact fee or exaction, as the ordinance applies to all development uniformly, legal challenges from developers are still possible.

There are instances where open space requirements are not high enough, as existing critical lands may not fit within the fixed open space requirement percentage. For example, more than 90% of a parcel may be on a floodplain, and an open space requirement of 30% would not provide the extent of preservation needed. Particularly where public health and safety issued are involved, a hazard ordinance, sensitive lands overlay, or other tool may be preferred or used in tandem with a percentage open space requirement.

Wellsville City, Utah, is among many cities in the state with open space requirements. Wellsville adopted an open space requirement ranging from 20% in industrial and commercial zones up to 50% in its larger lot residential zones. Alongside the open space requirement, the city adopted cash-in-lieu, land-in-lieu, and purchase of development rights options, which can be exercised at the city's discretion. The program helps the city build open space into its developments as well as provides funds for the protection of the river bottoms at the city's gateway. In the Bear Lake Valley, open space requirements and/ or fee-in-lieu programs could be used to safeguard water ways that feed into the Bear River and the Lake, to maintain migration corridors for big game, or to meet other conservation goals while still allowing for development.

Open space requirements can add functionality, attractiveness, and ecological sustainability to an urban or suburban environment. When used in combination with a fee-in-lieu program, these requirements can be an effective means of protecting stream corridors, working landscapes, or other priority spaces in the community at large.

Online Resources

Wellsville City, Utah. Ordinance 11-5-4: Open Space and Ordinance 10-1-9: In Lieu Substitutions for Open Space Requirements

http://www.wellsvillecity.com/records/ordinances/

King County, Washington. Fee In Lieu Calculation Sheet

http://your.kingcounty.gov/ddes/forms/le-cal-osold.pdf

Michigan Planning Association. Open Space Guidelines

http://planningmi.org/downloads/open_space_guideline.pdf

City of Yakima, Washington. Common Open Space Requirements (Code)

 $\label{lem:http://www.ciyakima.wa.us/citycode/_DATA/TITLE15/Chapter_15_09_SPECIAL_DEVELOPMENT_/15_09_030_Common_open_space_re.html$

City of Redwood, California. Open Space Requirements for Multifamily Development (Fact sheet and Regulations)

http://www.ci.redwood-city.ca.us/cds/planning/pdf/forms/Open_Space_ Requirements.pdf

Parking Policy

The appropriate number and location of parking spaces poses a difficult land-use question, especially for retail establishments. Many malls and large stores offer parking sufficient for the peak parking day of the year. On a normal shopping day, one may drive past rows and rows of empty parking spaces. Faced with the opposite challenge, street-fronting retail on a main street setting may have trouble providing enough parking spaces given rigid parking restrictions, a situation that can lead to vacant or under-utilized storefronts in an area otherwise ripe for economic activity. In the Bear Lake Valley, the absence of large retail stores means that current parking considerations are usually an issue of how to park on or near main street. Both design and policy standards can be implemented to create parking solutions that are compatible with the scenic and economic goals of the area.

Design Tools

While the number of provided parking spaces is important in shaping the livability of an area, the location and design of a parking lot is often just as crucial. Situating parking in a way that encourages pedestrians and cyclists as well as auto traffic in approaching a storefront can radically alter how an area feels. Large parking lots in front of stores and businesses display easy access to those locations, but only for those in a car. A sea of parking that separates shoppers from the street network discourages walking. An overall environment that is friendly to pedestrians can result in a destination that is greater than a single retail location or attraction. Such places can encourage a vibrancy of their own, prompting people to stay in an area longer and spend more money. In an economy with a tourism component, creating spaces that provide social and aesthetic attractions in addition to retail function makes financial sense.

Some common steps to improve parking design include requiring new lots to be placed behind shops rather than in front of them, requiring building access from the sidewalk, and encouraging shared and parking facilities. Some policies allow attached parking structures or lots only as a conditional use. Other options include allowing a number of compact car spaces (increasing the total number of spaces in an area) or setting angle and design standards for on-street parking to reduce the need for dedicated parking lots. A number of towns have adopted such measures directly into their zoning code. Several such codes are attached.

Policy Tools

Relax standards

: The simplest way to facilitate more intelligent parking is to relax parking standards. Developers or retailers may opt to provide less parking if they are allowed to do so. Relaxing parking standards will likely not address big box or mall parking. It may, however, make the difference between a main street shop and a vacant storefront.

Peak parking plans

In conjunction with relaxing standards, municipalities can make peak shopping day plans. Many retail chains ensure that they have enough parking for December 24th 365 days a year. By providing overflow parking and shuttle services on heavy shopping days, a municipality can help retail outlets refrain from providing parking that is used

only two or three days a year. In the Bear Lake Valley, parking can be challenging during Raspberry Days and other events but is not a problem most of the year. A parking plan specific to these times eliminates the need to over park the rest of the year.

Shared parking

: Beyond simply relaxing standards, a community can facilitate shared parking. Different land uses have different peak parking hours and can often make use of the same parking lots. For example, a restaurant and an office may share a parking area where the peak use for the office is in the daytime and the restaurant sees the most use in the evening. The same relationship could apply to any reasonable mixture of residential, commercial and retail uses.

Credits for existing parking

: Shared parking can also be achieved by crediting existing parking in parking requirements. For example, a new business that is required to create 20 parking spaces could count existing on-street parking or a nearby lot for some of its requirement. Unlike the creation of municipal parking lots, easing parking requirements to include existing spaces requires only a change in zoning code.

By employing creative parking strategies, a city is better able to create pedestrian-friendly environments and realize benefits of walkability in commercial and town centers. Retail chains see that when shoppers leave the car in one area and walk from one destination to the next, they spend more time in the retail center. More time means more dollars spent. In addition to wise use of land and construction resources, creative parking techniques make good business sense.

Online Resources

Victoria Transport Policy Institute. TDM Encyclopedia Parking Management, Strategies for More Efficient Use of Parking Resources

http://www.vtpi.org/tdm/tdm28.htm

EPA Smart Growth Resources. Parking Spaces / Community Places

http://www.epa.gov/dced/pdf/EPAParkingSpaces06.pdf

Salt Lake City Zoning Code Downtown Districts (21A.30.020): Restrictions to Parking Lots and Other Structures

http://www.sterlingcodifiers.com/codebook/index.php?book_id=672

Public Outreach and Education

The Bear Lake Valley Blueprint Steering Committee committed to a process that provided good information to the public, trusting that the public would make good decisions if provided with good data. Public outreach and education will continue to be an important tool as the Blueprint is implemented. It is crucial to exploring both what the Vision means in each municipality and how individual communities can work together to achieve this common goal.

Public Awareness of the *Bear Lake Valley Blueprint* Process

There are a number of tools available to public officials and others who want to raise awareness of the vision process. The survey results from the process, demographic projections, and projected land use patterns are powerful tools. They help people to see how the area could change and to understand the relationship between the public process and the Vision that was its outcome. The combination makes a convincing case for both the need for and the will for quality growth.

Information about the *Bear Lake Valley Blueprint* can be shared at future public meetings and open houses as municipalities think about local implementation of the Vision. Letters to the editor and press releases in the local paper convey messages to a wide audience. Public school newsletters reach young people and their parents, an audience with a particular regard for the future. Elected officials have existing constituencies and networks which can be powerful tools in and of themselves.



A well-attended public meeting gets the message out.

Training and Examples Regarding Specific Principles

Some vision principles will be best implemented with tools that have not been used or have not been used well in the Bear Lake area. In these cases, it will be important to identify examples, especially those with good illustrations, so people can see how new tools are working in other regions. The toolkit provides specific resources for this information. As needs arise across the region, individuals with specialized expertise, including those from outside the area, should provide training for local leaders and the general public to help everyone become familiar with their options.

For example, the Vision identifies a desire for a more compact housing pattern, but some stigma regarding higher densities exists, and for good reason. A great deal of multifamily housing is the victim of poor design. Envision Utah, Lincoln Land Institute, American Planning Association, Smartgrowth.org, and many other organizations maintain visual tools and presentations available on the web that demonstrate what more compact development can look like. Strategies such as form-based codes and mixed-use zones can provide for a more efficient housing pattern in an attractive, well-designed setting. Training on such tools will be important for those working on vision implementation, just as good illustrations will help the public see what's possible.

Online Resources

Utah Governor's Office of Planning and Budget (GOPB) Planner Education Resource http://planning.utah.org/super/training.html

Massachusetts State Government Smart Growth/Smart Energy Toolkit Outreach and Education Page.

http://www.mass.gov/envir/smart_growth_toolkit/pages/mod-outreach.html http://www.mass.gov/envir/smart_growth_toolkit/pages/CS-outreach-dennisport.html

Lincoln Institute of Land Policy Density Tour.

http://www.lincolninst.edu/subcenters/visualizing-density/tour/t1.aspx

Public Transportation for Rural and Recreational Places

Unlike their urban counterparts, rural public transportation systems are marked by flexibility in scheduling, routing and even in mode. Integrating disparate services into a comprehensive system, rather than attempting to start from scratch, is often a more economical option for rural communities. In many areas, a year-round public transportation system is neither feasible nor necessary and can be designed to address very specific needs. Solutions may include seasonal shuttles, van pools or destination-specific options.

Van Pool

If a number of residents in a community make a similar commute, perhaps from Garden City to Logan, or Montpelier to Soda Springs, a van pool may be a viable option. Van pool operations provided by the Utah Transit Authority (UTA) are inexpensive and easy to start, and the individual savings and environmental impact of switching from single driver vehicles to a van pool are significant. According to UTA, more than 1,820,000 gallons of fuel were saved in 2010 through its van pool program. Further, the pool does not require governmental action: any group of 7 or more individuals with a similar commute can get a van pool started. While UTA does not provide service in the Bear Lake Area, Bear Lake and Rich Counties may find success in creating their own transit organization like those in the Cache Valley (Utah and Idaho) or Park City, Utah. The scope of the transit authority may initially be limited to the creation of a van pool, but could expand to further services.

Shuttles

In communities with a tourist season, shuttle services can add convenience and reduce traffic congestion and parking issues. By implementing a seasonal shuttle service, recreational destinations can be linked to hospitality and parking facilities. Shuttle stops can be creatively placed to create foot traffic around local businesses and draw it away from private residences. When parking is a problem for only a few weeks out of the year, shuttle services can prevent the need for the construction of additional parking facilities, which can be expensive and may not be the best use of land. Implementing a shuttle service requires the purchase of shuttles and the employment of a CDL driver. If a community is faced with a need for additional parking facilities or the widening of roads to serve a small part of the year, investing in a seasonal shuttle service may be an alternative worth considering.

Destination-Specific Public Transportation

Destination-specific public transportation options are utilized when a specific need in a community is only served by personal vehicles. In an area without major retail services a weekly shopping trip may be of great use to residents. Destination-specific public transportation may be comprised of informal carpools, a van service, a shuttle, or a bus. Commuter van pools or seasonal tourist shuttles could be used yearround for shopping trips or other destination-specific transit. Charging a user fee that is intentionally lower than the cost of gas in a personal vehicle can help offset costs.

Standard bus and rail services are often infeasible in rural communities. By seeking input from residents about their specific needs, targeted public transportation options can be provided. Incorporating user fees, grants and subsidies may make public transportation a desirable alternative to expanding parking and road widths.

Case Study: Road Runner Transit

Citing a sizable population of persons unable or unwilling to drive in a rural area, the Southern Ute Tribe partnered with the Colorado Department of Transportation and the United States Government to create the Road Runner Transit Program. The program is designed to connect "medical services, jobs, education and shopping" for an aging population. Daily routes connect the towns of Durango, Igancio, Bayfield and Aztec, Colorado. The program provides limited shuttle service to those destinations identified as being crucial to the lives of rural residents who could not otherwise access them. Since its inception, the Road Runner system has identified increasing gas prices as one reason for increased ridership.

Online Resources

Nantucket Seasonal Parking Management

http://www.remainnantucket.org/assets/files/Managed%20Parking%20Briefing%20Booklet-2-16-11.pdf

UTA Van Pool Page

http://www.utarideshare.com/content/?page=vanpool

History and Organization of the Cache Valley Transit District

http://www.cvtdbus.org/aboutus/organization.php

Park City Transit Information Page

http://parkcity.org/index.aspx?page=422

Shoup, Lilly and Homa, Becca Principals for improving Transportation Options in Rural and Small Town Communities Transportation for America

http://www.raconline.org/info_guides/transportation/issuenote.html

Transportation for America Rural and Small Town Transportation Policy Brief

http://t4america.org/policybriefs/t4_policybrief_rural.pdf

National Association of Development Organizations Transportation: Connecting to Today's Rural America

http://www.nado.org/pubs/ruraldot.pdf

National Association of Development Organizations Rural Transportation Page

http://www.ruraltransportation.org/pages/page.asp?page_id=59033

Road Runner Transit

http://www.sucap.org/roadrunner/index.php

Purchase of Development Rights

Purchase of development rights (PDR) programs usually involve a partnership among the public and private landowners to preserve valued land and uses on a parcel. Through PDR programs, the public provides a cash payment to a landowner for the value of the development rights associated with a parcel. The landowner maintains ownership of the land but is compensated for relinquishing the right to develop it as real estate. Agriculture and other uses of the land continue.

For the public, PDR programs enable land conservation at a much-reduced expense, as the cost of PDR is less than the outright purchase of the land, and costs associated with subsequent management of the land remain the responsibility of the landowner.

PDR transactions are voluntary for landowners. They are undertaken only when a landowner believes it is in his or her best interest. The purpose of a PDR transaction is to help private landowners shield working and other privately owned landscapes from development pressures through compensatory approaches to conservation.

Tax or Bond for Conservation of Critical and Working Lands

Securing a revenue source for purchasing development rights can be a challenge. Many communities and regions have taxed themselves or approved bonds for conservation purposes. Even a relatively small local financial commitment can enable communities to leverage funds that are available through state, federal, or other agencies. National conservation organizations can help communities explore potential funding strategies.

Land Trusts

A land trust is a private, nonprofit organization that conserves land by undertaking or assisting in land or conservation easement acquisition. Local or national land trusts often hold the conservation easements that result from a purchase of development rights transaction. They may also engage in stewardship of the conserved land or easements.

Just as water rights attached to a parcel of land have long been bought and sold in the West, the right to subdivide and develop a piece of property can be bought and sold. A willing landowner can sell the development rights of a property to a qualified conservation entity, such as a non-profit land trust, public agency, or historic preservation organization. Development rights are sold and extinguished as part of a PDR transaction that places a conservation easement on the parcel. The landowner retains full ownership and use of the property for purposes other than real-estate development (from the Trust for Public Land).

Case Study: Peaceful Valley Ranch Reserve, Utah Open Lands and Utah State Division of Forestry, Fire and State Lands

The Peaceful Valley Ranch Reserve is a 7,300-acre site located in the East Canyon area of Morgan County, Utah. The site is notable as a water quality resource as it is a watershed for the nearby East Canyon Reservior, a recreation site and reservoir for the Salt Lake Valley. The site is also habit for elk, deer, moose, mountain lion, bobcat, and a number of predatory birds. It contains a Pony Express station and numerous

crossings of the Mormon Pioneer Trail as well as a historic barn and farmhouse. Utah Open Lands partnered with the Utah State Division of Forestry, Fire and State Lands to purchase a conservation easement on the land. The easement ensures that development can no longer occur on the land thereby preserving its natural and historic resources. Since the easement was purchased outright, private property rights continue to be respected.

Online Resources

Utah Open Lands.

http://www.utahopenlands.org/

Peaceful Valley Ranch Reserve

http://www.utahopenlands.org/accompl_pgs/Peaceful%20Valley.html

Sagebrush Steppe Regional Land Trust

http://www.sagebrushlandtrust.org/

McAllister Critical Land Conservation Fund

http://planning.utah.gov/leraymcallister.htm

Land Trust Alliance.

http://www.landtrustalliance.org/

The Nature Conservancy.

http://www.nature.org/

Trust for Public Lands.

http://www.tpl.org/

Great Outdoors Colorado.

http://www.goco.org/Home/tabid/106/Default.aspx

Colorado Cattlemen's Agricultural Land Trust.

http://www.ccalt.org/

Yampa Valley Land Trust.

http://www.yvlt.org/index.htm

Routt County, Colorado. Open Lands Plan

http://www.co.routt.co.us/planning/plans/Open%20Lands%20Plan.pdf

Recreation Districts

Recreation is one of the defining characteristics of the Bear Lake Valley. The lake itself offers myriad opportunities to recreate. Cycling around the lake, nearby Tony Grove and numerous other trails and streams make the Bear Lake Valley a great playground. Organizing trails, including a trail around the lake, into a system allows multiple benefits. Such a system provides recreational opportunities, a healthy means of transportation, and opportunities to enjoy nearby natural areas and lake access. For many smaller and mid-sized communities, the creation of recreational opportunities like a trail system is a difficult financial burden for a single municipality, and, if the system is to connect the region, it should be part of a regional plan. A common way to create such a network is through a recreation district.

A recreation district is an assessment district created by two or more municipalities for the creation or improvement of a recreational area or facility. Such districts can be funded by a tax levy (usually a property tax), a bond, or impact fees from development. Often recreation districts are funded by a combination of these elements. In many cases, the creation of such a district is put to a ballot, ensuring it is something the citizens want and are willing to pay for. Recreation districts can be motivated by a need to increase recreational options and levels of service, tourism, citizen health, or non-motorized transportation.

Recreation districts can provide a number of recreation services, including trail systems, ball fields, sports complexes and greenways. When creating a recreation district, both the scope of the district and the revenue stream for its creation and maintenance should be clearly defined. For instance, if the district is limited to a trail system, proposed trail routes and the purposes of the system should be outlined before the district is created. A district whose mission is to simply create more trails in the area is unlikely to achieve defined success, but a number of communities joining together with the specific purpose of creating a paved trail around the lake is more likely to succeed. Such a partnership is further strengthened if it is defined to include a proposed bond and a tax assessment from all signing municipalities. This is not to say a valley-wide recreation district is infeasible, but its purpose and scope would need to be specific. A valley-wide district would require tremendous cooperation but could yield benefits, especially if a key trail were the focus.



Bike paths can link cities and help citizens to lead more healthy lifestyles

The Snyderville Basin Recreation District in Summit County, Utah has planned and created numerous trails, parks, and recreation facilities to serve its residents. The district has been successfully funded with a combination of bonds, property tax assessments, and impact fees. Once a district is created, there is some flexibility. Park City was originally included and then removed itself from the district, illustrating the flexibility of a district even after it is created. Because the district had created a system that utilized voter authorized bonds and impact fees, it was able to exist without the municipality. Careful planning of mission and revenue stream in the district's creation allowed for its continued existence and success despite unforeseen hurdles.

A recreation district is technically a new government organization. It may require an increase in taxes and certainly an increase in expenditures. If a district is not supported by the community, it may feel like an unnecessary imposition by government. Public support and a clear plan are essential if a district is to be successful.

Recreation districts can provide a means of regional cooperation and fund recreation opportunities in the Bear Lake Valley. The valley hosts diverse landscapes and scenic beauty, elements that could be a part of a defined recreation system that includes both active and passive recreational components. A recreation district could help the area achieve its recreational goals.

Online Resources

Michigan Economic Development Corporation. Marquette County (Michigan) Creates a Recreational Authority

http://ref.michigan.org/mbr/news/combo.asp?ContentId=E891DE3D-0B51-4E93-B348-24E4BACA8AEE

State of Michigan. Township Parks and Places of Recreation Act 157 of 1905 http://www.legislature.mi.gov/(S(5mok2Inqda2tua55x1h2n255))/mileg.aspx?page=getObject&objectName=mcl-Act-157-of-1905

Lynch, Joel A. Achieving Success in Trail Related Partnerships: The Michigan State Forest Experience

http://www.nrs.fs.fed.us/pubs/gtr/gtr_ne241/gtr_ne241_203.pdf

Utah State Code, Special District Creation

http://www.livepublish.le.state.ut.us/lpBin22/lpext.dll? f=templates&fn=main-hit-h.htm&2.0

Idaho State Code, Recreation District Creation

http://law.justia.com/idaho/codes/31ftoc/310430004a.html

Sample New Hampshire Code

http://www.landaffnh.org/Amendment%201.pdf

State of Michigan, District Creation Law

http://law.onecle.com/michigan/41-townships/mcl-41-412.html

Snyderville Basin (Summit County, Utah) Recreation District. History Page

 $http:/\!/www.basin recreation.org/basin_recreation_history.html$

Street Connectivity

In the last half century, cul-de-sacs have dominated the design of residential developments. Traffic from cul-de-sacs typically feeds onto collector roads. While this street pattern offers some privacy and can be sensitive to existing land features, it has major drawbacks.

Hierarchical street development depends on collector roads for transportation to and from individual cul-de-sac streets. Because there are few ways to get from one place to another, most trips require accessing a collector road, which can become congested at peak driving hours. Over time, former country lanes are converted to major arterials as more lanes, to accommodate increasing traffic loads, are added. Driving becomes increasingly unpleasant, and this pattern makes alternative modes of transportation, such as walking and cycling, much more difficult.

The lack of connection between the dead-end roads in a hierarchical street system can make destinations that are physically very close practically very far away. Unconnected streets may require children who live near a school to be driven, or prevent tourists near the beach or other recreational amenities from getting there on foot. The inability to walk reduces exercise levels, adversely affects health, and may diminish recreational experiences. The collective miles driven negatively impacts air quality, which, in turn, impacts health.

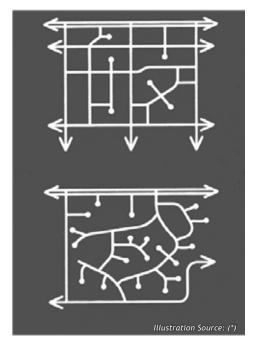
Street connectivity, commonplace in traditional neighborhoods, solves these problems quite simply. If traffic on one street becomes too congested, there are other options. A diversity of routes to the same destination reduces congestion and allows for pedestrian- and bicycle-friendly routes. Destinations around the block do not require a trip on a busy collector street. In addition, connectivity allows greater access for emergency service vehicles and makes waste collection and other services more efficient.



Walking to school can be difficult where streets aren't connected

Street connectivity is usually associated with a grid system, but a standard grid is not the only means to connect streets. A variety of options exist to create connectivity, including a modified grid system, a system of connected loops, or belts around a grid. Connectivity need not preclude taking the ecological systems into account. Streets can curve to avoid streams or other natural features. Block sizes can change depending on the use.

The State of Virginia recently adopted street connectivity standards whereby new sub-division plats must meet a required "connectivity index." Simply a ratio of roads to intersections, the index requires connectivity but allows for freedom of design.



Connectivity need not preclude the benefits of the cul-de-sac.

It is important to remember that while buildings come and go in a relatively short time span, the layout of streets will likely exist for generations. An efficiently designed street network can facilitate land uses that create convenient, safe and accessible communities.

Online Resources

Girling, Cynthia and Ronald Kellett. Skinny Streets and Green Neighborhoods: Design for Environment and Community. 2005. Washington, D.C.: Island Press

Hall Kenneth B. and Gerald A. Porterfield. 2001. Community by Design: New Urbanism for Suburbs and Small Communities. New York: McGraw-Hill .

Twaddell, Hannah. 2005. Making the Connection. Planning Commissioners Journal, 58 (spring)

Girling, Cynthia and Ronald Kellett. 2005. Skinny Streets and Green Neighborhoods: Design for Environment and Community. Washington: Island Press.

Virginia State Code. Secondary Street Acceptance Requirements

http://leg1.state.va.us/000/reg/TOC24030.HTM#C0092

Office of the Secretary of Transportation, State of Virginia. Secondary Street Acceptance Requirements: Stakeholder Presentation

http://www.ctb.virginia.gov/resources/12-18-08_SSAR.pdf

Downs, Anthony. 1992. Stuck in Traffic: Coping with Peak-Hour Traffic Congestion. Washington, D.C.: Brookings Institution.

Complete Streets. Complete Streets Policy Elements

http://www.completestreets.org/changing-policy/policy-elements/

Colombia, Missouri. Model Street Standards – Illustrated Code

 $\label{lem:http://www.gocolumbiamo.com/Council/Code_of_Ordinances_PDF/Street_Standards/index.php$

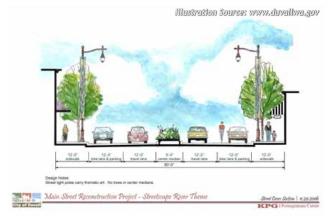
(*) Illustration Source: Twaddell, Hannah. Making the Connection, Planning Commissioners Journal No. 58, Spring 2005, reprinting local street connectivity patterns compared - from the diagram by City of Salem, Oregon

Street Design Standards

Streets are our shared community spaces. The way streets look and feel, as well as the modes of transportation they support, define our communities. A balance of different street uses and a range of street designs can help maintain a feeling of community as well as support residential, recreational, retail, and economic development activities.

Complete street design is not simply an act of beautification but also one of function. Street design standards can improve mobility choices, with careful planning of networks for pedestrians, cyclists, public transportation, private vehicles, and freight.

Street design need not be complicated, nor preclude some streets from being quick modes of auto transportation. A single street doesn't necessarily accommodate all modes of transportation well, but a network of streets should allow a maximum benefit to multiple transportation modes. If the system is to work, all modes should benefit from multiple, convenient routes to many destinations. Several cities have created model street standards for a network of varied road types that compose a complete street system. Such design ensures that residents can benefit from many viable transportation options in a community.



Streets within cities can support walking, biking and driving. Parking on the street protects pedestrians.

Good street design also provides commercial benefit. Pedestrians who linger along a comfortable street, for example, are more likely to stop and spend money in a shop. All over the country, Main Street-like street design, both in new development and in existing downtowns, is beginning to draw retail development and shoppers attracted to the convenience and more traditional neighborhood shopping experience.

Though more recent studies confirm the benefits of street design standards, good street design is not the result of new thinking or scientific study. Our best designed streets are often the main streets of our older communities. These streets were designed not just for cars, but as public spaces for walking, biking and living. They create a sense of community and have served as meaningful public space for generations.

For many towns in the Bear Lake area, the main street is also the highway. This presents a challenge of balancing the needs of throughtraffic with the walking and lingering that give a town center character and livability. Context-sensitive street design can help tailor specific

sections of a street to an area's needs. This may be as simple as reducing the speed limit through town, but could also include adding bike lanes, curb-and-gutter, street trees, and sidewalks. Resources from the not-for-proft organization Complete Streets are available for free on the web.

Online Resources

Calthorpe, Peter, Michael Corbett, Andres Duany, Moule, Elizabeth Plater-Zyberk, Elizabeth and Stefanos Polyzoides. 1998. The Ahwahnee Principles for Smart Economic Development, Local Government Commission.

http://www.lgc.org/ahwahnee/econ_principles.html

Litman, Todd. 1999. Evaluating Traffic Calming Benefits, Costs and Equity Impacts. Victoria Transport Policy Institute.

http://www.vtpi.org/calming.pdf

Local Government Commission. Community Design Fact Sheet Page http://www.lgc.org/freepub/community_design/index.html#fact Girling, Cynthia and Ronald Kellett. 2005. Skinny Streets & Green Neighborhoods: Design for Environment and Community. Washington D.C.: Island Press. Hall, Kenneth B and Gerald A Porterfield. 2001. Community by Design: New Urbanism for Suburbs and Small Communities. New York: McGraw-Hill.

http://www.completestreets.org/changing-policy/implementation-faq/

Trails Plan

The Bear Lake Valley is unique in its recreational opportunities associated with its natural resources, including the lake and surrounding foothills and mountains. Providing appropriate recreational access while fostering the health of these resources requires a balance. Part of the challenge of balancing natural resources with growth can be addressed with a regional pathways plan. A successful trail plan will begin with an advisory group that creates and then implements a trails vision.

Create an Advisory Group

A trail advisory group brings together the people and information necessary to create a trail system that is comprehensive, useful and integrates well with other land uses. The group should be recognized by government entities and consist of experts, users, and staff or elected officials. An advisory group should identify allies in government, the private sector and among residents. The group should also work to identify challenges that the plan may encounter. Early identification of possible impediments to the plan allows for more alternative solutions and better advocacy.

Conduct Research

The advisory group should also conduct in-depth trail research. This means talking to users and getting to know the local landscape from a trail user's perspective. It is likely that local hunters, snowmobilers and hikers will have a good idea of formal and informal trails and how they are being used. By collecting this information, resources and needs can be identified. Local input can also help to identify potential conflicts and new areas for trail expansion. Research should also involve looking at the state and national level for policies and plans that have worked well or fallen flat. Knowing what worked elsewhere and why other plans failed is crucial in crafting a successful plan.

Develop the Plan

Once an advisory group has been formed and background research has been conducted, the primary task of the group is to create a regional trails plan. The plan should be a collaborative effort among users, land owners, and technical experts in areas such as water quality and forestry. It should include a map of the system as a whole and highlight specific trails. Along with a physical plan, the group will need to plan for and balance a complex set of issues, including goals for the trail system, access, users, alignments, funding, land/easement assembly, construction, stewardship, and maintenance.

Some Considerations in Plan Development:

Addressing Concerns

Balancing the concerns of various users and interests is best addressed by involving those affected. The advisory group should engage the community in a dialogue about trails in the area as a first step in creating the plan. By allowing concerns about trail location and construction to be aired publicly, the group is better equipped to create a plan that best fits the needs of all involved. Many varied issues can emerge and be addressed as a part of a public process. User group conflicts are common: motorized and non-motorized use may be incompatible, as may dogs and bikes, or snowmobiles and skiers. Potential solutions, like developing plans for consistent regulations

and signage, help alleviate such problems. Conflict is possible not only among users, but also with land owners. Preserving property rights is an important part of any land use plan, and trails plans are no different. Other important considerations are stewardship and maintenance. For example, trails that are not maintained, especially bicycle and ATV trails, have the potential to become channels for running water and can adversely affect water quality.

It's a System

When developing a trails plan, it's important to keep in mind that individual trails function best as part of an overall system with specific goals. Trails can enable people to get away from developed areas and into open space. Trails also have the power to bring open space into more developed areas. A trail system that links destinations can be used to create greenways among those destinations, and may include companion trees, open space, or parks. A robust trails plan should be incorporated into both regional transportation plans as well as local general plans.

Phasing

Trail installation usually happens incrementally. Developing and acting on clear priorities will likely build momentum for support and increase funding options over time. As people see success through a number of smaller steps, people begin to see what is possible.

Funding

Both permanent residents and visitors may be willing to contribute to the implementation of a trails plan, especially if it is phased appropriately. Other sources of funding specifically geared to trails and open space are available at the state and federal levels and from foundation grants. Grants for transportation, water and air quality may also apply to a trail plan.

Develop the Plan

Following initial plan development, implementation tasks often include plan adoption, conducting environmental and feasibility studies to identify specific alignments, securing funding, negotiating easements or land acquisitions, creating construction documents and maintenance plans, and actual construction.

In an area with abundant natural beauty and a healthy tourist economy, trail planning and improvements make both economic and aesthetic sense. By integrating trails plans into the larger planning and development processes, a trail system can be beneficial without being intrusive. A well conceived and publicly-created trails plan has the potential to create a great asset for an area already known for its recreation and scenic value.

The RTCA Program

The National Park Service Rivers, Trails, and Conservation Assistance Program (RTCA) assists communities desiring to build a trail infrastructure on a limited budget. RTCA offers staff assistance with planning and design experience in trails creation throughout the Intermountain Region. They assist in accessing resources, developing concept plans, engaging in public participation and finding funds to implement a project. Perhaps most importantly for communities on a budget, assistance from RTCA is free. A Bear Lake Legacy Pathways committee is currently working with RTCA on the first phase of a regional pathways system, a pathway around Bear Lake. For more information, contact: Marcy DeMillion, Community Planner, National Park Service, Rivers, Trails, and Conservation Assistance Program, (801) 741-1012 ex. 125.

Case Study: Town of Brian Head, Utah Trails Master Plan

Brian Head is a small town in southern Utah based around a tourist economy. The area offers a unique mountain terrain that attracts skiers, mountain bikers and hikers. Partnering with the RTCA, Cedar Breaks National Monument, Brian Head Resort, the Boy Scouts of America, Iron County, Southern Utah University and a number of local landowners, residents, and businesses the town developed a plan that met the area's recreational and economic needs while preserving private property rights. The 44-mile trail system includes signage and maps linking surrounding public lands to nearby attractions and providing alternative transportation options in and around town.

Online Resources

Mountainland Association of Governments, Utah Trails 101: A primer on trail building

http://www.americantrails.org/resources/advocacy/trails101utah.html State of New Jersey Trails Plan: Ch 6. Implementing the Plan

http://www.state.nj.us/dep/parksandforests/natural/docs/chapter6small.pdf Spokane County, WA Regional Trail Plan

http://www.spokanecounty.org/BP/data/Documents/Trails.pdf

Brian Head Trail Plan Information

http://www.nps.gov/resources/site.htm?id=18773

http://www.nps.gov/ncrc/programs/rtca/whatwedo/projects/UT.pdf

National Park Service: Rivers, Trails, and Conservation Assistance Program—Helpful Tools

http://www.nps.gov/rtca/helpfultools/ht_publications.html

Transportation Master Plan

Transportation planning can occur at the city, county, and regional level. Together such planning can:

- focus investment toward priority projects
- · improve transportation safety
- improve access to the destinations and goods to achieve desired quality of life
- enhance opportunities for economic growth
- encourage the social strength and cohesiveness of small communities
- protect the natural environment
- encourage more transportation options (including walking and biking)
- address multigenerational needs and the needs of different populations (through options like tourist shuttles or commuter vans).

A Plan for the Entire Valley

Planning transportation for a region allows the transportation network to be thought of as a cohesive system. Regional transportation planning should be done in conjunction with land-use planning. When both are done with the region in mind, the transportation network can efficiently link destinations both in and between towns. Implementing a regional plan allows for cooperation on the most important projects rather than competition for transportation funding. Regional issues, such as transportation needs during the summer recreation season, can also be appropriately addressed. A regional plan also improves a region's ability to seek and obtain funding from state and national sources.

Improving Connectivity

Recreation districts can provide a number of recreation services, While major corridors are often a focus in transportation planning documents, improving roadway connectivity and ensuring multiple routes to destinations on a network of smaller streets can both improve the efficiency of the overall system and minimize the number of high-traffic streets that prioritize auto traffic over pedestrian or other mobility options. A connected network of streets can reduce congestion and create alternatives for cars, shuttles, bikes and pedestrians.

The Land-Use Connection

Transportation planning should focus on the mobility of people and products efficiently between destinations. Coordinating a transportation plan with land use enables a focus on convenient access to destinations. This focus can result in a wider range of efficient options.

Securing Rights-of-Way

Financial constraints can make property acquisition for transportation projects difficult, but securing rights-of-way early is usually easier and more cost effective than waiting until development pressures increase. As alignments for transportation options are identified, from bike and pedestrian paths to the addition of center lanes on the highway, a proactive acquisition strategy can ensure that needed rights-of-way are secured.

Capital Improvement Plan

The transportation planning process should include a capital improvement plan that identifies investment priorities and a phased improvement schedule for both long- and short-term transportation projects. Focusing on a specific program helps to ensure that the long-range transportation initiatives set out in the plan are met.

Multimodal Focus

Providing a range of transportation options, including automobiles, public transportation, bikes, and pedestrian can be efficient and increase choices for residents and visitors.

Access for All

Access to public transportation can be necessary for the livelihood of those of more modest means. Transportation planning that addresses the needs of those who rely on public transportation helps to create more opportunity for those individuals. Transportation master plans should also include provisions for access to transit by low-income individuals.

Case Study: St. George, Utah

Following a visioning process with Envision Utah, the City of St. George formed a technical advisory committee to prioritize transportation projects in the area. The plan's goals include "crosstown mobility... Integrate pedestrian and bicycle facilities into the overall transportation system to meet recreation and commute needs... Increase opportunities for education and participation among planners and the public (and) Increase opportunities for education and participation among planners and the public." The plan was developed in a public process in collaboration with residents, city officials and engineers. Improvements will facilitate not only transportation in the city, but create a system of access to the various nearby recreational opportunities.

Online Resources

Cache Valley Metropolitan Organization. 2030 Regional Transportation Plan http://www.cachempo.org/RTP2007/CMPO_2030_RTP.pdf

Sanchez, Thomas W., et al. 2007. The Right to Transportation: Moving to Equity. Chicago: Planners Press.

U.S. Department of Transportation. Transportation Planning Capacity Building

http://www.planning.dot.gov/resourceSearch.asp

City of Boulder, Colorado. 2008 Transportation Master Plan

http://www.bouldercolorado.gov/files/Transportation_Master_Plan/2008_ BoulderTMP.pdf

USDOT: Planning for Transportation in Rural Areas

http://www.fhwa.dot.gov/planning/rural/planningfortrans/1 intro.html

National Cooperative Highway Research Program: Integrating Tourism and Recreation Travel with Transportation Planning and Project Delivery

http://onlinepubs.trb.org/onlinepubs/nchrp/nchrp_syn_329.pdf

City of St. George, UT: Transportation Plan

http://www.sgcity.org/traffic/showProject.php?id=35

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Viewshed Preservation

The preservation of agricultural areas or natural resources like watersheds has clear economic and social impacts. Clean water is dependent on the watershed. An agricultural economy and way of life depends on the farm. Often, the lands that are valued for their views have other clear reasons for protection. Some lands may be worthy of protecting on the basis of the scenery they provide, particularly in areas tourists enjoy or where residents value a common experience of their landscape.



Bear Lake area views speak for themselves.

Common candidates for protection include features that are highly visible and broadly enjoyed. They may include views of hillsides, valleys or lakes, and often include the corridors along roadways that contribute to an area's sense of place. While aesthetics can be subjective, a process of identifying both viewsheds (scenery people enjoy) and viewpoints (the places from which people see them) can yield clarity, consensus, and specific goals that can be measured. Residents usually have very specific views they find important.

Viewshed protection can include purchases of land or easements, regulations, incentives, or a combination of strategies. Purchasing the land outright is perhaps most straightforward, but can also be very expensive. This strategy depends on a willing seller, and it may enable a community to avoid complex policy and property rights issues. Such a strategy may be most useful if there is a single area of focus or a key piece of property.



What to say?

The purchase of development rights and the placement of a conservation easement can also preserve views. While such measures usually require a financial transaction, purchasing development rights often costs less than the outright purchase of land. Easements can also be obtained through donations or via the transfer of development rights (TDRs). For information on the transfer of development rights and how viewshed protection can be done in conjunction with agricultural preservation, see related tools.

Policy can also help preserve views. Zoning regulations can be less expensive, but can invite lawsuits if not done well. Zoning can be used to restrict building and specify view areas as open space. Zoning can also be used to mitigate the effects of development on views by limiting heights and creating setbacks. Setting standards for clustering in new developments to protect views or to enact sign and billboard controls for viewshed protection are also functions of zoning. Many of these options can be a zoning requirement or simply an incentive that encourages land owners to protect views as they develop. For examples of how zoning is used to protect views, see the model ordinances listed.

Once a subdivision has spread across a hillside or a sign has blocked a view of the lake, it is difficult to regain those views. Often a breathtaking view is one of a rural area's best assets and its economic and other characteristics and benefits should be considered as growth occurs. Once a view is lost, it is often gone forever.

Online Resources

State of Indiana Scenic preservation resources

http://www.in.gov/indot/div/projects/i69planningtoolbox/_pdf/Scenic%20Viewshed%20Protection.pdf

State of Idaho Scenic Byways Program Guide

http://itd.idaho.gov/planning/byways/scenic/Scenic_Byways_Program_ Guide_2010.pdf

Napa County Viewshed permit and Code (Click on viewshed permit) http://www.countyofnapa.org/planning_forms/

Scenic America's strategies for view preservation

http://www.scenic.org/easements/strategies

Water Efficient Design Guidelines

Though the regional water supply is not a limiter of growth in coming decades, water is a precious resource in the arid West and should be used with care. With a growing number of residents and visitors and a continued focus on agriculture, the Bear Lake Valley's water resources must be carefully managed in the future.

In developed areas, the largest drain on a community's water resources is outdoor use—often residential lawns. Lawns look nice, and parents with small children can attest to their usefulness as play spaces. But when it comes to water use, they are not necessarily the best default choice. Utah State University and other groups offer ideas for local and drought-tolerant plants that create a lush and attractive yard setting.

Water efficient design standards are not about telling people what to do with their yards, but rather creating options and incentives. By expanding residential codes to encourage a mix of hardscape areas and a variety of plants and shrubs, residents have more freedom to design their yards and enable thirsty lawns to be replaced in whole or in part with low- or no-water options. Good first steps include amending zoning code to encourage lawn retrofits and to encourage the development of other landscaping options in newly developed areas.



Water efficient design standards provide alternatives to thirsty lawns.

Incentives can provide further motivation to retrofit one's yard. The most obvious incentive is the money people can save on their water bills. In many cases water use can be cut in half. Some cities provide financial incentives for creating a more water efficient yard. These may include subsidies in the form of rebates for water control and irrigation devices and subsidized or bulk purchasing of local and drought-tolerant plants.

Many communities and water districts have also created demonstration gardens. These gardens not only show how a water-efficient yard can look, but give plant names and care instructions. Demonstration gardens exist in Salt Lake City and Ogden, Utah.

Addressing landscape design is a good step toward addressing a community's water use, but it is not a substitute for addressing water issues in the larger context of land use policy. Other regions with

less water have begun to look carefully at their use of groundwater to ensure that groundwater use does not exceed the rate at which groundwater resources recharge.

In Arizona and other states, so called "prove it" laws are successful in helping communities manage their water resources. "Prove it" laws require that a developer demonstrate viability from a water use standpoint before development is approved. Developers may need to show a groundwater supply for a certain number of years or access to a certain amount of acre feet from an uncontested supply. By ensuring that development does not occur without the necessary water, communities secure a measure of long-term water viability.

Online Resources

Weber Basin Conservancy District. Water Efficient Landscape Ordinance for Residential Dwellings

http://www.weberbasin.com/docs/Residential%20Landscaping%20Ordinance%20Draft1.pdf

Weber Basin Conservancy District. Water Efficient Landscape Ordinance for Commercial Business

http://www.weberbasin.com/docs/Commercial%20Landscaping%20 Ordinance%20Draft6.pdf

Anderson, Kristin M. 2004. An Investigation into What Planning Departments and Water Authorities

Can Learn from Eleven Communities' Waterwise Landscaping Ordinances. University of Oregon.

http://www.weberbasin.com/docs/Waterwise%20Landscaping%20Ordinances.pdf Environmental Protection Agency. 2002. Water Efficient Landscaping: Preventing Pollution and Using Resources Wisely.

http://www.epa.gov/npdes/pubs/waterefficiency.pdf

Kratsch, Heidi A. Native and Drought Tolerant Plants in the Landscape. Utah State University

http://extension.usu.edu/htm/publications/by=author/char=K/author=559

Utah State University. Cache County Horticulture Resource Page

http://extension.usu.edu/cache/htm/horticulture

State of California. Model Water Efficient Landscape Ordinance

http://www.water.ca.gov/wateruseefficiency/docs/MWELO09-10-09.pdf

Colorado Department of Local Affairs, Office of Smart Growth. Water Efficient Landscape Design: Model Ordinance

http://www.dola.state.co.us/dlg/osg/docs/Water%20Efficient%20Landscaping%20 Design.pdf

Marina Coast Water District, California. Water Wise Landscape Incentive Program Description

http://www.mcwd.org/waterwise/index.html

McKinney, Matthew. 2003. Linking Growth and Land Use to Water Supply. Lincoln Institute of Land Policy.

http://www.lincolninst.edu/pubs/794_Linking-Growth-and-Land-Use-to-Water-Supply

Water Quality Protection in Developed Areas / Low-Impact Development

Management of runoff and waste water is an extremely important step for a community desiring to maintain or improve the quality of its lakes, rivers and streams. Low-impact development (LID) is a management strategy using a combination of code and design to improve water quality by mitigating storm water. The principals are based on the idea that nature is better at cleaning and managing storm water than the traditional methods of the channelization of runoff and treating it as a waste product. Any strategy that allows for rain water to seep into the ground rather than drain into the wastewater system can be considered a LID strategy.

LID strategies can include maintaining permeable surfaces as development occurs and minimizing impermeable surfaces, often with a goal of keeping water on-site rather than funneling it into pipes. Initial investment such tools as bioswales and pervious pavement can be expensive, but in the longer term LID projects can be economical. They eliminate or require fewer pipes and underground structures, and can reduce overall need for community wastewater treatment facilities. LID techniques can be voluntary measures, city and county policy, or incentivized through tax credits and expedited approval processes. LID measures can also be required by zoning code. Several LID techniques are discussed briefly below.

Reduced Impervious Surface Requirements

LID techniques can be adopted by transportation departments and planning commissions in the form of impervious pavement reductions. Generally, this means limiting road widths and reducing parking requirements. Parking can also be placed on pervious surfaces such as cobbles, tiles or pervious concrete. Reduced impervious surfaces limits the amount of polluted stormwater that will need to be piped and treated elsewhere.

Bioswales

Bioswales are landscape elements designed to remove silt and pollution from surface runoff water. They consist of a swaled drainage course with gently sloped sides and filled with vegetation, compost



A Bioswale

and/or riprap. They are designed to maximize the time water spends in the swale, which aids the trapping of pollutants and silt. A common application is around parking lots, where substantial automotive pollution is collected by the paving and then flushed by rain. The bioswale wraps around the parking lot and treats the runoff before releasing it to the watershed or storm sewer. Bioswales often require a small change in zoning code, and work well in rural areas, both adjacent to parking lots and along roadways.

Rain Gardens

Rain gardens are traditional flower or vegetable gardens planted in a depression. Rainwater collects in the depression and waters the garden. They can be placed along bioswales or on their own and are most effective when placed to collect rainwater from impervious surfaces such as parking lots.

LID techniques are most effective when they permeate all layers of government. Like the watershed itself, LID techniques work as a system. LID programs are often spearheaded by soil and water conservancy districts, though transportation, planning and zoning, city engineering and parks departments can all work together to incorporate LID methods into a comprehensive water quality plan.

Online Resources

Salt Lake County: Water Efficient Landscape Design and Development Standards http://library.municode.com/HTML/16602/level2/TIT19ZO_CH19.77WAEFLADEDEST. html

Low Impact Development Center Rain Garden Design Principals http://www.lowimpactdevelopment.org/raingarden_design/downloads/InfiltrationRainGardenPosterVancouverCan.pdf

Dubuque Soil and Water Conservation District Urban Practices http://www.dubuqueswcd.org/urbanpractices.html

Youth Retention

Many rural communities have experienced the exodus of its youth to bigger towns and cities. For these communities, this can result in a gradual "brain drain," a decline in population, and adverse affects on the economy. For families, it becomes difficult to envision a future in which children remain in the communities in which they grow up, even when they want to. Key youth retention strategies include providing quality educational options and interesting living-wage jobs. Job creation and educational access tools are discussed in other parts of this toolkit. In addition to financial and educational opportunities, a community can help retain its youth by providing an interesting and engaging environment that views its youth as a valuable community asset.

Youth Advisory Panel

The Canadian Province of Newfoundland in the last ten years has been faced with a crippling loss of its youth. The rural province was losing people to universities and big city jobs at a rate that made replacing its current workforce difficult. The Province's "Youth Retention and Attraction Strategy" was implemented to encourage young people to stay and to attract more from elsewhere. A number of projects were implemented. Among the most successful was the creation of a youth advisory panel. The panel is made up of young people (mostly in their 20's) chosen from the community. The panel advises government and economic development organizations on what causes youth to leave the area and what measures might keep them there. In the Bear Lake Valley, area high school juniors and seniors will have firsthand knowledge of what makes them and their friends to want to move elsewhere. They can raise youth-specific issues that may have been overlooked by older, working age individuals, and may help craft strategies for educational opportunities, leadership development, and the creation of local jobs.

Third Places, Cultural Opportunities and Social Events

A "third place" is where one spends time that is not work or home. A third place may be a cafe, a youth room at a church, a library, a bowling alley, or myriad other venues. In The Great Good Place, Ray Oldenburg suggests that third places are essential to civic engagement and the creation of a sense of place. For young people, third places are essential. They offer a space to socialize, relax and decompress from the pressures of family and school. A community that offers third places to its youth has the advantage of being able to monitor such spaces. Teenagers will likely find someplace to gather, whether or not it is a sanctioned space. A youth advisory panel could suggest the type and location of third places that young people would frequent.

For young people, boredom may be an equally powerful motivator to leave. Cultural opportunities for youth may take the form of high school sporting events, local art shows and concerts by local bands. Space for these kinds of events gives young people something to do. While education and employment are key to retaining youth, offering them safe and responsible spaces and activities is a vital component in any retention and development strategy.

Online Resources

Reinvent Michigan (State of Michigan): Youth Retention White Paper http://www.governorelectricksnyder.com/vision-plan/policy-central/youth-retention

Newfoundland and Labrador, Canada: Youth Retention and Attraction Strategy http://youth.gov.nl.ca/strategy/

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