

# General Plan

Adopted ~ July 13, 2006

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Providing the Long Range Vision  
to the Town of Manila, Utah

*“With Protection & Guidance,  
as a New Sunrise Awaits Our Town of Destination”*



# **ACKNOWLEDGEMENTS: TOWN OF MANILA, UTAH**

**2006 General Plan — Adoption: July 13, 2006**

## **In-house Draft Committee**

Aspen Rivers  
Chuck Dickison, Mayor  
Tina Bennington, Planning & Zoning  
Andrea Scott  
Judy Archibald, Town Clerk  
Rita Fletcher

## **Public Draft Committee**

Aspen Rivers  
Chuck Dickison, Mayor  
Open to Town's people & County Commissioner's comments  
Planning and Zoning Board gave recommendation on June 30<sup>th</sup> 2006 consisting  
of:

Dave Hoover, Chairman  
Tina Bennington, Vice Chairman  
Gene Scott  
Pat Asbill  
Andrea Scott

## **Adopted Draft Committee**

Aspen Rivers  
Chuck Dickison, Mayor  
Town Council Adoption by the following members:  
Dellene Alvis  
Connie Reed  
Ida Marie Twitchell  
Lenita Steinaker  
Chuck Dickison, Mayor  
Judy Archibald, Town Clerk

## **Chapters were prepared and written by:**

Tim J. Havens and staff of Aspen Rivers, LLC.  
Mayor Chuck Dickison

## **Photography and Images:**

All Photos were taken by Tim J. Havens, in the Town of Manila Region, unless noted. Unless noted, all images & photos are the property of:  
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"Special thanks to the late James Stacey"

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# CHAPTER 1

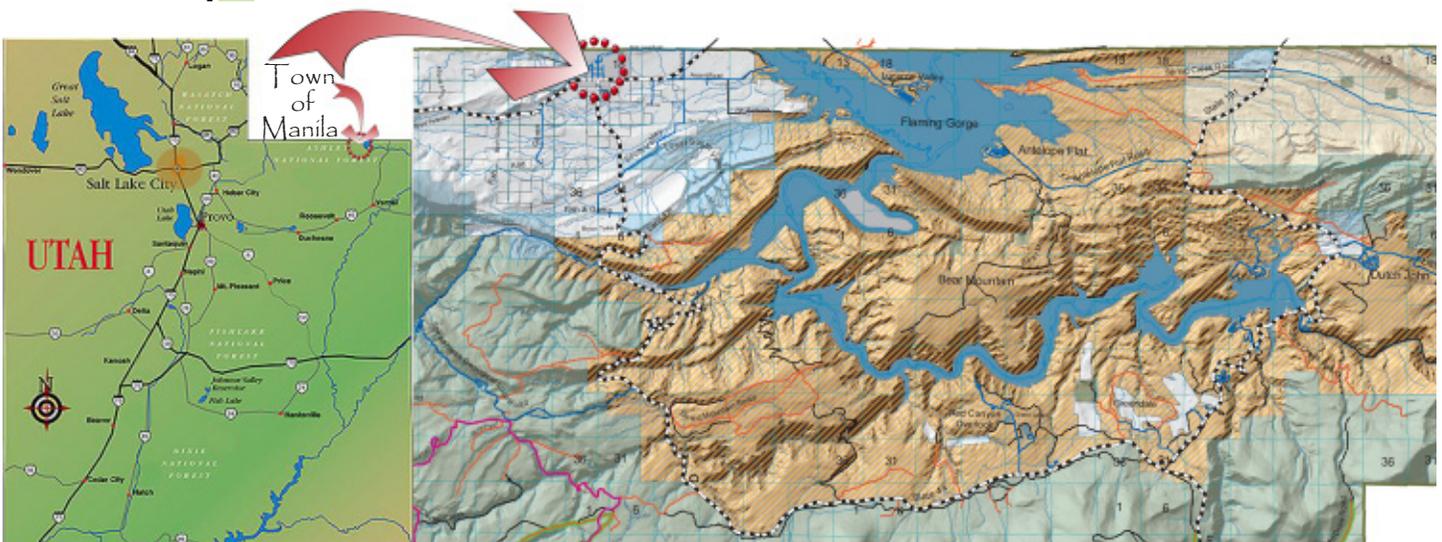
# INTRODUCTION

**The Mission Statement:**

The mission of the General Plan is its purpose for being. In effect, the Mission is what the plan is targeting to accomplish over the next twenty plus years. The Mission Statement is broad and general and it is subject to interpretation. The Mission Statement was prepared following meetings with the Mayor and Planning Staff, as well as discussions with members of the public and the business community.

The entire purpose of the General Plan is to provide more precise and specific guidelines needed for the town to accomplish its mission. These specifics are the goals, policies, and implementation measures in the plan. The General Plan is not set in stone. It is intended to be amended and updated as time passes. When the Plan is amended, the changes proposed can be measured as to how they help accomplish the Mission of the General Plan and the community's Vision.

|                          |  |
|--------------------------|--|
| <p>Mission Statement</p> | <p><i>The Mission of the Town of Manila's 2006 General Plan is to provide an all-encompassing program to enhance the quality of life which the citizens, visitors, and businesses of Manila have come to expect and enjoy. This Vision into the future will define the appearance, improving Manila's visitor appeal and internal pride while uplifting the community by ways of layout and understanding to such elements as land use, history, recreation, and town character.</i></p> <p><i>With growth on the horizon, a new sunrise to the future prosperity will guide Manila's upcoming developments down this path towards creating a sense of "place" and "destination" to all that encounter it.</i></p> |
|--------------------------|--|



Images provided by: Unknown

**Breakdown of chapter:**

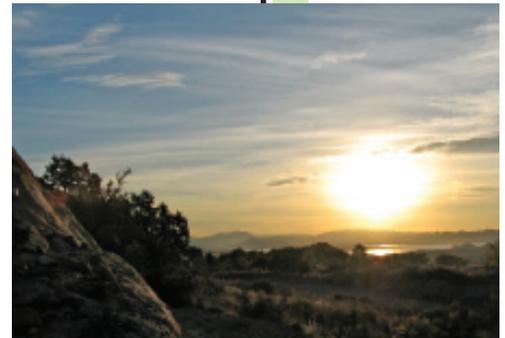
- I. Need for Long Range Planning
- II. What is the General Plan
- III. Understanding the History of Manila Planning
- IV. Special Challenges of Planning
- V. Future Vision 2030
- VI. Future Elements of Consideration for adoption
- VII. Implementation Strategies

**I. Need for Long Range Planning:**

Land development happens one parcel at a time. Changes or impacts from each individual development may be small. But over the years, the combined change resulting from all the individual development decisions can be large. While development proposals are reviewed individually, a General Plan provides the context for looking at the cumulative impacts of development. Planning provides a long term, big picture view of future development and the changes that can result, and seeks to guide this development so as to maximize benefits and minimize conflicts and adverse effects. This big-picture framework thereby provides a basis from which to evaluate individual development proposals with consistency and fairness.

The Purpose of a General Plan Project should be to eventually direct the town's policies on the following elements of service toward a long-term vision of where they want to be in the year 2030:

- *Character and Design*
- *Land Use*
- *Open Spaces/Natural Environments*
- *Business and Economics*
- *Community Services*
- *Neighborhood Vitality*
- *Transportation*
- *Growth Issues*
- *Guidelines to Utility Layout*



Its focus is on shaping the physical form of the town, yet it includes policies and statements about other aspects of the community as well. Human services, protection of sensitive lands, economic vitality, and the character of neighborhoods are all discussed in the General Plan. The plan is used by the Town Council and Planning Commission to evaluate policy changes and to make funding and budget decisions. It is used by town staff to evaluate building and development laws, and to making recommendations to new projects. It is used by citizens and neighborhood groups to understand the town's long-range plans and proposals for different geographic areas. The plan provides the basis for the town's development regulations and the foundation for its capital improvements program. Manila's General Plan has three interrelated functions:

- *It is an expression of community goals and priorities;*
- *It is a decision-making guide; and*
- *It fulfills legal requirements created by state law.*

**II. What is the General Plan:**

*The General Plan is the primary tool for guiding the future development of the town. On a daily basis the town is faced with tough choices about growth, housing, transportation, neighborhood improvement, and service delivery. A General Plan provides a guide for making these choices by describing long-term goals for the town's future as well as policies to guide day-to-day decisions. The General Plan must be applicable to the town's diverse and ever-changing community principles... A key to understanding these principles is to recognize that they can apply with equal effectiveness to a wide range of circumstances in a uniquely appropriate way. The goals and*

*policies contained in the General Plan must be capable of addressing community decisions in mature, redeveloping, and emerging areas of the community. Our team has a shared vision and a path for the future. We don't presume to "know" the future. Rather we set forth the clear guidelines into what we foresee as the direction and purpose of the community. The adopted elements, listed as the chapters of the General Plan, are what our team sees as the most important goals for the community.*

The State of Utah provides legislation that requires its cities/towns and counties to adopt a "General Plan." A General Plan is not mandatory for towns to implement projects, though many communities within the State have found that the General Plan is a vital tool for providing guidance to developers, citizens, and decision-makers on matters relating to the growth and development of an area.

This Plan lays out the policy programs that will result in new land development ordinances and standards to be enacted by the Planning Commission and Town Council. The General Plan is to become Manila's ultimate control over issuance of building permits, approval of new development, and authorization for new subdivisions. The plan is intended to provide the enabling policies for design review, balancing the allocation of housing throughout the town, and updating the town's Development (zoning and subdivision) Code. The plan addresses important beliefs about area growth as determined by those who live and work in the Lucerne Valley. The General Plan represents a compilation of dreams and aspirations, funneled into the visions and goals of this team. The plan identifies reasons why each issue is important to the area. In effect, the plan provides direction to future Planning Commissions, Mayors, and Municipal Council Members ensuring that Town officials have guidance from the community in making land use decisions. Setting goals and stating the reasons within the General Plan, everyone is able to judge a development proposal against the same set of criteria. To provide the legal mechanisms of making the General Plan work for the people of Manila, the dreams are converted to statements called goals and visions. These aspirations become the guide to creating the Mayor's and Municipal Council's policies, or policy direction.

In practice, there is often confusion or blurring of the distinction between the role of the General Plan and the role of the Zoning Ordinance. The Plan is a "general" policy document that guides community growth and development decisions. The Zoning Ordinance, and associated zoning maps, are legal instruments that define with significant precision the permitted land uses and associated performance standards for every property within a municipal jurisdiction. The confusion between the two very different roles probably has its origin in the fact that Zoning Ordinance amendments and Zoning Map changes must conform to the generalized policies of the General Plan. Many people struggle with a common misconception that the General Plan is merely the land use guide. For many development decisions, it is true that land use appropriateness is the focal point of dialogue. However, this view will typically disregard many interrelated issues that can include transportation or other infrastructure concerns, and the community's environmental and economic philosophies found in the plan. The best community decisions are those that recognize and address these complex interrelationships.

The term "General Plan" is occasionally confused with other planning terms such as "specific plan", "development plan", and "master plan." A General Plan may include "specific plans" or "development plans" that apply to a specific area or areas of a community; however, it is incorrect to assume either of these are the complete policy statement for an area of the community. Likewise, a "master plan" may speak to General Plan issues, most notably infrastructure (for example Water/Wastewater Master or Trails-Parks-and Open Space Plans), and a master plan may be complimentary to the General Plan goals and policies, but a master plan is not a substitute for the long-range community goals and policies contained in the General Plan. Master plans deal with much shorter time frames than the 20-30 years of a General Plan, in a master plan you have a 3 to 5 year life span and is considered by many



government agencies as the truest form of a "Living Document". The General Plan should serve as the foundation for the creation of master plans for different issues or topics, though in many cases a better direction is to create a development or specific plan unless the topic covers the entire area of a community.

In the past, the economy of the town has shifted from relying on agriculture/ranching to one based primarily on recreation based tourism. Concomitantly, there is a trend of migration from urban areas to Manila. This is mainly on a retirement level but it is the vision of this team to help create plans to layout the foundation of smart growth and invite growth from all ages. This vision will encourage the businesses and developments to bring a workforce and viable conditions for families of all ages, creating a balanced and self thriving community, seeking an improved quality of life.

### III. Understanding the History of Manila:

The Town of Manila was settled in 1898, the same year Admiral Dewey captured Manila Phillipines. So they named the town 'Manila' after this action, and later became the County Seat when Daggett County was formed in 1918. Today "Lucerne Valley" (as we will call it in this general plan), is made up of many town's/district's, but also is to include the town of Washam, located in the Wyoming side of the valley. It is our belief that the Town of Manila remains the significant link to future growth and development within the Lucerne Valley and this geographic portion of Daggett County. Though many of its citizens and frequent travelers will hope that its size remains small, growth remain inevitable for this valley. Manila is positioned to gain the most from this growth and as a leader in the growth of the valley, has a responsibility to protect the history and heritage that made Manila and Lucerne Valley what they are today.

Manila's original homes were log cabins of only one or two rooms. Four numbered streets ran east and west. Each block was divided into ten lots, and barrels were mounted on drags and domestic water hauled from the central tank. The town suffered growing pains from the dam's construction. Trailer parks were opened to house the workers associated with the Flaming Gorge project, and the sudden increase in population created water and sewer problems. Spurred by recreational development, Manila's growth continued, and so did the problems with water and sewer. With recreational resorts starting up in the county, Manila had two gasoline stations to serve the traveling public. This would then bring in more trailer parks and a movie theater called 'The Flame'. Stores and cafes sprag up, and the Manila ward of the LDS Church built a new chapel. In 1963 Manila became an incorporated town, and with there growth saw the need to construct a new water and sewer system. In 1965, the town organized a volunteer fire department. These increases as well as increased businesses allowed for a growing tax base and a time when the town and county could start providing improvements to its citizens. In 1978 the town dedicated the new county courthouse while moving and saving the existing courthouse to a new location just a few blocks away.

Today, many of the building these business were in remain and so do some of the trailer parks, it will be the effort of the citizens and leaders of the community to manage the elements and structures they want to save. While they look at this a hard look has to be taken, as this general plan will start the process, of trends that happened in the past due to growth spurts the town may not wish to continue.



Manila is in an exciting place and time, a time to look into the future, and a time to remember the past. *In preparation of this General Plan for the Town of Manila, it was the desire of the town to bring on a specially formed team of visionaries, rather than policy and municipal document writers. This team would look at ways to protect the heritage, while envisioning paths of future growth in and around the recreation components pertinent to the area. These preparations should allow for protection against 'non-smart growth' practices hindering the goals and visions for the town's next 25 years, as will be laid out in this plan.*

#### **IV. Special Challenges of Planning:**

Communities throughout the West struggle with two opposing views:

- Those who want to keep the number of inhabitants of their town small and discourage growth and development,
- ...and those who are continually working to increase the population and promote growth and development.

The same passion that fuels these groups also fires environmental issues, the need for roads, the desire to protect wilderness, individual property rights and the ability to develop private lands without restriction. The dramatically opposing views that exist in the west are alive and well in Manila and offer special challenges when it comes to planning. The most recent anticipated 'boom' in Manila's tourist/recreation economy has brought about a concern to look at commercial development heretofore unknown in Manila. Visitor-oriented businesses and related growth and development may alter scenic and natural qualities that attracted visitors in the first place. A scenic community that protects its environment attracts more visitors and hence brings in more income. For that reason, the Town of Manila is committed to preserving the scenic beauty of the area. Commercial and residential growth also impacts the rural and historic character of Manila. This will require special attention to building size, construction materials, lighting, landscaping, and traffic flow. In analyzing the growth and economic stability of the area, we are compelled to ask at least three questions:

- What makes this community special?
- Why are people relocating here?
- Where do we see the community in the year 2030?

The first question can be answered with its history of heritage and family. The town is part of the scenic beauty including the reservoir, forest, rivers, the red rock cliffs, rims and canyons, the night skies, and the Flaming Gorge Recreation Area. These make this area one of the most beautiful places in the United States. These same natural resources make this area a recreational destination for rafting, mountain biking, hiking, off-road vehicle travel, cross-country skiing, photography, hunting, camping, horseback riding, world-class fishing, backpacking, boating, fishing, just to name a few. While these recreational opportunities fuel the economy, they also provide special challenges to the town in terms of safeguarding the rural character of Manila. This leads to addressing the second question; why are people moving to Manila?

As the baby-boom generation approaches retirement, many are seeking a higher quality of life than can be found in urban areas. They look for a safer, more rural area where the air is clear, crime rates low, traffic nonexistent and the scenery beautiful. Another challenge greets the town however, in that these immigrants to the area do not expect to sacrifice services or standards of service they were used to in larger metropolitan areas such as health care. The town is faced with the necessity of upgrading and expanding services without compromising the reasons people moved here in the first place. Although town services and administration stop at the town limits, we know that the reasons people are moving to the area or staying here are not limited to the Town of Manila. Therefore, careful cross-agency planning should occur, along with appropriate inter-local agreements with the entire Lucerne Valley. It should be a priority for the town and county planning bodies and governing bodies, to share compatible goals for the larger Lucerne Valley area. This effort will also require the communication with Wyoming's Town of Washam.

## V. Future Vision 2030:

### Vision – Village Concept:

It was decided prior to the beginning of this process that the Town of Manila is in need of a unique and individual identity. Creating a themed recreation village will pull the Lucerne Valley together and give purpose to locations of different land uses. The Village Concept is fundamental to the vision for Manila. The desired image is that of the traditional small town with a complementary and harmonious blend of commercial and residential areas. It could be described as having the following characters:

- A village town site, mostly residential in character, which is generally defined by a central grid system with clustering developments surrounding the outer limits.
- A village center convenient to the local residents, with a collection of community facilities such as churches, resorts, schools, town offices, shopping and business services, a library, a medical center, recreation facilities, which provides the focus of the town's commercial and municipal activities.
- A variety of housing choices: higher density and townhouses/apartments located in and around the village center, with lower density, large lot homes located in peripheral areas.
- A pathway system which connects residential areas with the village center, offering walking or biking as pleasant, convenient alternatives to the automobile.
- A traffic circulation system designed to minimize traffic in certain areas, protecting the rural feel through the village and safety of the youth.

### Vision – Town Wide Goals:

This General Plan is based on the goals and objectives identified by local citizens as means to accomplish the vision they have articulated for their community. Manila's general planning aims are organized into those goals with broad implications and others that address individual plan elements or chapters as the book will call them. The following sets of goals are each supplemented by specific objectives or policies which will be observed as part of the General Plan's implementation strategy:

#### **General Community Goals:**

Create a desirable Village Identity and encourage quality development for the town and surrounding areas.

- Plan for neighborhood accessibility.
- Incorporate village themes in new developments.
- Blend resort growth with village goals.
- Support high standards for community improvements.
- Participate in regional planning initiatives.
- Interact with adjacent municipalities and the counties.
- Promote voluntary property maintenance activities through a Village Pride Program.
- Enforce local ordinances and development standards.



**Community Image Goals:**

Preserve a quality living environment which integrates community design with the area's natural resources.

- Maintain a well-landscaped appearance, consistent with water conservation targets.
- Support and recognize excellence in architecture, sign design and public art.
- Preserve spacious community appearance.
- Identify focal points, such as town entries, for special treatment.
- Note consistent themes for color and building material selection, landscaping and signage.
- Monitor property maintenance practices and take action to enforce compliance with ordinances.

**Land Use Goals:**

Develop neighborhoods in accord with the Village Concept's land use and intensity pattern. Provide a variety of housing opportunities for a wide range of income and age levels. Offer recreational resources, public facilities and amenities that meet the traditional standards of the Lucerne Valley.

- Permit higher densities and mix uses in and around the Village Center.
- Encourage graduations toward more spacious sites at peripheral locations.
- Encourage multi-generational neighborhoods.
- Express preference for neighborhoods with a mix of housing types and sizes.
- Promote good value in housing and community amenities.
- Include the pathway system as an integral part of all land use development.
- Emphasize education, art and culture.
- Encourage developer contributions to public amenities.
- Encourage new or expanded local businesses to serve more of residents' shopping needs.
- Coordinate planning with commercial interests within the town.

**Vision – Summary:**

The Visions reflect the values that people who live and work in the area find to be important. They stress four basic themes:

- (1) A safe and comfortable place to raise a family; and
- (2) A place where home ownership is a possible and affordable; and
- (3) A place where there are secure jobs and opportunities for business growth; and
- (4) A place where recreation can prosper while protection to heritage is maintained.

All of these themes comprise a phrase known as a **"sense of place"**.



## VI. Future Elements of Consideration for adoption:

A General Plan has many possible elements to it. It is common practice of towns to focus on the major elements to their specific community and the body of the General Plan. From there, additional elements may be prepared and adopted as the need for their guidance is required. The most common element to a General Plan is the Land Use Chapter, and it is almost always included in a Plan, as it is here. Elements that are included are:

- Land Use Element.
- Town Appearance & Character.
- Recreation Analysis (to include Trails, Parks and Open Spaces plan).
- Public Utilities.
- Transportation Analysis.

We have also listed possible additional elements for future adoption or consideration. These may be important chapters in the future but it is not seen as something to focus on at the time of this Plan. Possible addition element chapters may include:

- In-Depth Economic Vision.
- New Business Model for bringing in Commercial Growth.
- Environmental Resources Analysis.
- Population Trends and Goals.
- Municipal Building Regulations.
- Town Safety.
- In-Depth Housing Analysis.
- Industrial Development.
- Growth Management.



## VII. Implementation Strategies:

The Town will release a “draft plan” for public review and comment. Two formal public hearings will be held before the Planning Commission on each element being adopted. The Commission shall deliberate the content of the plan during public release and while comments are being received from the public. The Planning Commission will then recommend that the Municipal Council adopt the Plan Elements by a unanimous vote. The Draft Plan represents a policy document resulting from a page-by-page review and of comments from the community. The “Adopted Draft” will be approved by the Municipal Council through its deliberation process as it was submitted; or it may modify and revise portions of the plan before submittal. When the Council approves the plan with modifications, the document becomes the “Final” or “Adopted” Town of Manila General Plan. Utah law does not require the Municipal Council to adopt The General Plan, though making implementation of the plan will give guidance to the leaders of the community in both new endeavors and clean-up of such elements as the city ordinances. The town has attempted to make the policy programs understandable to its business people and residents. At some time — perhaps ten years after adoption — the town may want to consider a rewrite update to the General Plan changing what was adopted. By reviewing the Plan on an annual basis, the groundwork will be in place for a simple and workable process to make a determination as to the necessity of whether a “rewrite” or “update” is needed. Administrative Directive: The Director of Community Development (the Mayor can fill this role till it exist) shall monitor the implementation of the General Plan, and shall from time-to-time recommend to the Council the need to “update” or “revise” the Plan. Such recommendation shall be incorporated into the budget process and shall be the result of a more thorough assessment of basic policy needs for the town. It is not uncommon to update or revise the plan six or seven times through the course of its lifetime, most of these updates tend to happen in the first few years as unforeseen situations and smart growth constraints become visible to the community and its leaders.

## CHAPTER 2

# TOWN APPEARANCE & CHARACTER

### General Vision

*The residents of and visitors to the Town of Manila value the diverse character and unique quality of life available to them from the regions rich resources. As the town moves forward in its quest to improve this quality of life to both residents and visitors, a clear change is required in its appearance and character to increase the sense of destination. Manila moves forward into tomorrow promoting a quality of development and redevelopment that is considered above the norm in terms of aesthetic composition and sustainable durability.*

*Appropriate development in Manila will strike a balance that respects the natural settings with the objectives and needs of future generations. Recreation and enhancement to existing ways of life will continue to be essential components of our community's character and lifestyle in the creation of a small rural village.*

#### Overview:

Generally, community appearance and character is created by a number of factors, such as the history of settlement patterns, architectural styles, types of economic activity, presence of agriculture, neighborhood design and boundaries, types of vegetation, and recreational areas. It is what makes a community feels like "home" to its residents, and what makes non-residents want to visit. Community character is also very fragile and can be easily changed, tarnished or destroyed. This element identifies the aesthetic resources and land use activities that define Manila's image and visual character. Town appearance focuses, both on the form and character of the natural and construction environment, and how residents relate to it on a daily basis. Town appearance is also related to the way visitors experience the town while walking and driving through it; observing the natural qualities of the region and the character of buildings and public spaces. This element provides the means of ensuring that the unique character and natural environment given to the town by its geographic location and aesthetic resources are preserved and enhanced.

The term "character" means different things to different people, especially where physical and social boundaries don't coincide. Community character can be broadly defined as an emotional attachment or sense of belonging that residents have to a geographic area. Citizens' ideas of community character can range from simple recognition of their geographic area, such as neighborhood or town boundaries, to community participation, such as involvement in community celebrations. Besides improving the quality of life of residents, community character is often cited as an important issue for a community's economic well-being.

**Breakdown of chapter:**

- I. Sense of Place
- II. Town Gateways
- III. Streetscape Quality and Town Circulation
- IV. Neighborhood Identity
- V. Historic and Character Preservation
- VI. Celebrating the Town of Manila
- VII. Community Integration
- VIII. Town Image
- IX. Town Cleanup
- X. Implementation Strategies for Policy & Ordinance Adoptions
- XI. Additional planning required

**I. Sense of place:**

Create 'sense of place' in residential and commercial areas by establishing ordinances and policies that create attractive, desirable, and well-maintained neighborhoods and commercial districts where residents and visitors feel safe, comfortable, and proud to be part of Manila. Manila's heritage, its setting above Flaming Gorge Reservoir, and its positioning as a gateway to the many recourses of Daggett County have helped to mold its unique character. The town is committed to policies that preserve the following distinctive characteristics of Manila's village atmosphere. Manila residents desire a community that is distinctive and unique. Rural/Urban designers, planners, and architects generally refer to this value as a "sense of place."

Professor Gary Austin at the University Of Idaho Department Of Architecture strongly supports this community value by claiming, "Communities that maintain and enhance their unique sense of place offer a better quality of life for residents and visitors."

*Professor Austin further illustrates this value by stating:*

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

Promoting this, Manila must improve landscaping standards, the quality of architectural design, land planning, and site plan development. Requiring a higher design standard for both public and private developers will ensure each new development or redevelopment project will add value to the community. Additionally, clean-up and maintenance of both public and private properties will also have a significant impact on the community's sense of place.

Small unique resident-operated businesses, concentrated in the center of town, provide both the appearance and the experience of a daily network of neighborly interactions. This community needs a 'look' that is consistent and with the theme proposed and managed by the town. This will take all those small shops and businesses and tie them into a rural 'hometown flavored' feel to invite people to stop and experience, rather than pass thru and just talk about.

**II. Town Gateways:**

This will make a positive statement about the community by establishing clear boundaries and attractive gateways into the Town of Manila. Manila is located in the heart of Daggett County

and it is growing into one of its major role players, especially in the Lucerne Valley. Other rural districts surround Manila have a pattern of rural sprawl, Manila “blends” together with these communities and needs to distinguish or define its boundaries as it sets the example for the entire valley. Manila has identified locations adjacent to roads entering the town for the construction of gateway enhancement projects, including:

Major:

- SR-43 (at both ends of town)
- SR-44 (by Forest Service office)
- Possibly “Stateline Road”

Minor:

- Possibly “Stateline Road”
- Any minor roads collecting into the town’s grid system

Since these locations represent the “first impression” of the community, it is important that these areas be aesthetically attractive, professionally designed, and routinely maintained to enhance the image of the town. The design of these areas must create a positive impression of the community and provide a “signature” statement for Manila. Gateway monuments must utilize common design elements while being adaptive to specific sites and responsive to area character. Gateway signs must be accentuated by attractive and well-maintained landscaping. Visitors to Manila will sense the community pride, heritage, and attractiveness of the community from the “gateway” improvements.



*Photography by: Tim J. Havens*

### III. Streetscape Quality and Town Circulation:

#### Streetscape importance:

Public spaces that are created by streets and other right-of-way improvements play a significant role in shaping the image of the town and determining community character. However, many of the streets located within Manila are not visually attractive and often create harsh and uninviting spaces. Not only will the design of roadways influence community image, it will also affect the quality of life and safety of residents of the town. Manila must develop policies that require a balance between rural street feel and streetscape enhancement. This can be done by applying context sensitive design strategies for all street projects. Residents have requested that transportation facilities promote walking and biking as safe and enjoyable activities. Additionally, roads and streets must also add to the beauty of residential neighborhoods and commercial areas. Care needs to be taken, especially along the state highway corridor, which also happens to be the central commercial area. Sidewalks, the scale & location of buildings to the street, signage, and street-side landscapes all need to be designed for an inviting but safe pedestrian walk/bikeway. Curb appeal is possibly one of the number one ways to improve town appearance, attracting visitors to stop and spend money, and creating a sense of place for a community. The town will need to establish, by ordinance, the street frontage landscape requirements, including approved plant material, signage, fencing, and entry monuments. Careful care should be taken to find the appropriate regulations, then firmly enforced to preserve the harmony of developments from one property to the next, and into the natural surroundings.

### Pedestrian-friendly townscape

Pedestrian orientation is often perceived as only whether or not a town has sidewalks available for pedestrians to use. The strategies that a town uses to orient itself to the pedestrian rather than the automobile are, in fact, far more abundant than just sidewalks, although sidewalks are a necessary element when population warrants. Pedestrian orientation is found in the details of the space. The size, layout and lighting of signs, the setbacks, size and mass of buildings and structures,

the location and amount of parking available, the elements of the streetscape including trees and pedestrian lighting, all work together to create a space that is focused on the pedestrian user rather than the car. Pedestrian orientation can be and should be vastly different between the commercial village center and the residential areas of the town. As examples, in residential areas sidewalks may not always be appropriate; lighting, if provided at all, should be of a level for safety, not general illumination.

## **IV. Neighborhood Identity:**

### Neighborhoods within the Community

New town neighborhoods must provide the required amenities to be distinctive and desirable places. Neighborhood and civic pride will be visible, represented by well-maintained homes and properties. Neighborhoods must feel cohesive and be pleasant and inviting places, where people can travel within their neighborhood and community by means other than the automobile. Existing, distinctive neighborhoods within the community should be identified and recognized. The qualities of unique residential and commercial areas should be preserved and celebrated. The needs and uniqueness of each area will determine the actions required to promote and reinforce the identity. Because of the town's correction of infrastructure constraints of the area and its resources, especially sewer and water, it is expected that the town will now begin its next growth spurt, the first of possibly many, and possibly grow its boundaries. This growth will also continue throughout the Lucerne Valley, largely due to the work the town is currently completing to its infrastructure grid. Newer subdivisions will preserve extensive natural open spaces by clustering buildings and moving away from the street grid system.

### Gated streets and communities

Occasionally developments desire to limit access to streets, neighborhoods and communities through the use of gates. Unfortunately, while a gate across the access to a particular area increases the sense of security on the inside of the development, it will also negatively impact the development, as well as the community as a whole. The negative impacts of gated streets and communities are numerous. Gated streets are a detriment to a sense of community, furthering, instead, a sense of isolation and exclusion. They close off new developments that would otherwise increase the value of the entire town, rather than just that site. In a town such as Manila, which derives its character from its village scale, gates are an incompatible feature. They also have impacts on pedestrian environment and access to open space. Furthermore, gates limit the ability of emergency vehicles to effectively respond to critical health and safety situations. Unless a compelling need can be demonstrated, and designs produced that facilitate pedestrian and emergency vehicle traffic, gated streets and communities should be limited as much as legally possible within the town limits of Manila.

### Residential neighborhoods next to commercial areas

Commercial development often has unforeseen impacts on neighboring residential areas. These impacts range from the easily recognized impacts of light and noise, to more subtle impacts such as activity at odd hours, and accumulation of litter and trash. Impacts of commercial development should be determined prior to any approval, and appropriate buffers should be used to mitigate foreseen impacts. These buffers may include such things as increased setbacks and open space, fences and walls, vegetation, or a combination of these methods. In the



village commercial area, the more intense commercial uses, such as motels and restaurants, should be classified as conditional uses, which allows the Town Council and Planning Commission to evaluate potential impacts of the use and mitigate them through various conditions, such as buffers, fencing, building location and lighting, etc.

## V. Historic and Character Preservation:

### Historic Preservation

Preserving historic structures and sites is important to promoting a community's unique qualities. The history and heritage of a community is uniquely its own and is worthy of preservation and being shared with others. Preservation of historic structures and sites result in a wide variety of positive impacts on a community, one of which is strengthening a community's character. Moved up from what was called the Town of Linwood, before the reservoir was filled; the pioneer and agricultural history of the town is evident in agricultural fields and irrigated pastures with farm animals interspersed throughout the communities surrounding the town. Most of the agricultural elements are now out of the town limits as the town's role in the county has become the center for business, municipal and government buildings, and part time residency for the large amount of summer tourism to the area. Few old structures remain, but the ones that do should be preserved.

### Town's natural night sky

Lighting in rural small town should be limited to protect the views of the night sky. Exterior lighting that spills upward into the sky is the primary cause for the reduction of the view shed of the night sky. In order to address this problem, a specific, enforceable lighting ordinance needs to be created. The ordinance should focus on regulating lighting by establishing measurable light level limits. The ordinance should be drafted in such a way as to require non-compliant properties to come into compliance within a given period of time. Reducing lighting levels to those necessary for safety and information will help to preserve the view of the night sky. Many properties, including both commercial and residential properties, are currently using more light than is necessary for safety and information. These locations need to be reviewed in conjunction with a new lighting ordinance. All existing and future streetlights need to comply with downward directed lighting that specifically illuminates the roadway. This will reduce dramatically the light pollution of the night sky lines, as well as limiting disturbance to residents that may be located near these areas.



*Landscapes that blend to their immediate or distant backgrounds protect our scenic view sheds in town. - Photography by: Tim J. Havens*



*Not located in Manila, but a great example of a home that utilizes natural stone and colors appropriate to environment while not giving up room for design and diversity. Photography by: Unknown*

Scenic views of ridgelines, hillsides, cliffs, the valley corridor

A common theme in the Manila ordinances will be the need to protect views of the natural surroundings. The goal of the ordinances is to produce the most unobtrusive buildings possible in order to prevent from detracting from the beauty of the surrounding natural features. The Town Council will revise the height ordinance in the foothill residential zones. Part of this revision will be to categorize all the properties in the zone as "highly visual" lots, which limits building heights to 20 feet from natural grade. The ordinance will allow a property owner the opportunity to demonstrate that a lot is a "normal lots" and build to a less restrictive standard if the property owner can show that the lot meets certain criteria. These criteria should be reviewed to ensure that they sufficiently restrict building heights in the foothills. Similarly, the visual impact of buildings and structures in other zones should be analyzed and methods to reduce the visual impact of these structures should be developed.

natural surroundings

The area has an incredible spread of landscapes...from the vast open desert scenery patched with historic ranchlands, the distinctive towering red and orange cliffs of the Sheep Creek Geological area, meandering rivers and streams, mature mountainside growth of cedars into aspens and lodge pole pines, and finally bare top peaks. An abundance of recreational areas and wildlife also dominate the appearance of Manila's immediate landscapes. As we move forward, we look for man-made structures to be designed so as not to detract from these natural surroundings and view sheds of the distance. We will limit the building of the hillsides and ridgelines, and indeed, the aim is to have what few buildings that are built in the foothills be as "invisible" as possible. Open space is to be preserved throughout the town and natural vegetation and ranch lands will need to be emphasized. The natural beauty surrounding Manila is a primary reason for the heavy volume of visitors every year. The protection and preservation of natural open spaces in the community helps maintain this natural beauty and helps the town integrate into its natural surroundings. The future planned development ordinances should encourage developers to preserve significant open spaces by offering certain incentives.

These include:

- Increased densities or units per acre,
- allowance and requirements for buildings to be clustered,
- smaller lot sizes than required by the underlying zone.

These incentives allow significant open space to be preserved with upcoming planned developments that have established conservation easements.



Photography by: Tim J. Havens

## VI. Celebrating Manila:

Identify and celebrate the qualities, character, and diversity of the community that make Manila a unique and desirable place to live. In an effort to strengthen Manila's community identity, the town should seek opportunities to celebrate its unique heritage and culture. Celebrating the town will strengthen residents' understanding of themselves by reminding them of their heritage and values. Community celebrations will also build new relationships and strengthen existing personal and business relationships within the town. Community celebrations may be coordinated with local business promotions or sponsorships and benefit economic activity within the town.



*Photography by: Tim J. Havens*

## VII. Community Integration:

Manila values its residents - their qualities, abilities, cultures, and diversity. Manila has a heritage of its residents and local businesses being good neighbors and the town of being a good neighbor with surrounding communities. Manila must also recognize the barriers that prevent or diminish these values in order to improve this desired element of community character.

### Citizen Participation

Manila has a long history of volunteerism and citizen involvement. Many of the actions identified in the General Plan require the efforts of citizens to be achieved. Every effort will be made to inform and include citizens in all events and programs that are designed to strengthen and unite the community. As an effort to be inclusive of all residents, Manila must continue to promote and encourage citizen involvement in the community. Support of community celebration, including sporting and cultural events, bring people together, and support local businesses. Through community sponsored projects, the town will engage citizens in the life of the community and promote civic pride, ownership and responsibility. This will include community cleanup campaigns, painting, graffiti removal and tree plantings that focus on enhancing community image.

## VIII. Town Image:

The term 'town image' is not only how others perceive a town (i.e. non-residents), but how inhabitants of the town view and understand their own community as well. For the purposes of the Manila General Plan, the term 'town image' will primarily refer to how non-residents view Manila.

To enhance the image of the town, the "paths" of the town must be improved. It is from the town's pathways that non-residents primarily view the town, and form a mental image of Manila. Pathways can be public streets, private roadways, sidewalks and trail systems. One of the most significant and rewarding methods for improving town pathways is by planting trees. Promoting an urban forestry program can also be an easy and cost-effective tool available in the improvement of a town's image. The town can be beautified through policies that establish an urban forest in the form of tree-lined streets within the town.

Beyond the urban forest, the built environment along the town's pathways also significantly impacts the town image. As stated elsewhere within the General Plan, additional ordinances and policies must be implemented to encourage distinctive buildings and improved site planning practices. The architecture of the town will then create recognizable neighborhood districts and community landmarks within the town, which are largely absent in most rural communities.

### Buildings reflect the village atmosphere

The sizes and heights of buildings will affect the character of the town. In order to preserve the small rural-village feel, building sizes and heights must be limited. Building heights should be limited by zone, and range from 20 feet in highly visual foothill areas to 30 feet in certain locations in the central commercial zone. These height limits are intended to promote a village scale. Manila's zoning ordinances will need to require all commercial buildings and any residential properties that front the state route highways to build in accordance with those architectural guidelines of the state and town. Properties in the foothill residential areas will have their own guidelines that must be followed during development review. These sets of guidelines need to be reviewed and expanded if necessary to produce the most unobtrusive structures possible, particularly in the foothills. Buildings in the foothills should be designed to be in scale with the natural features of the property, and should be sited on the property to blend in with the topography. The responsibility for reviewing and approving development in Manila is shared between the Town Council, Planning Commission and the Director of Community Development based on the type of development and the necessary approval process. As part of the approval process, these bodies often impose specific conditions of approval on developments. As development projects are constructed, the town must take steps to ensure that builders are adhering to approved plans. Part of this monitoring of projects includes adequate, trained staff that understand the approval process and is aware of imposed conditions.

### Building colors and materials

Building colors and materials are integral parts of both producing unobtrusive buildings and maintaining the character of the Town. Colors that are consistent with the natural earth and vegetation tones blend into the natural environment, allowing buildings to recede into the landscape, rather than detracting from the surroundings. Architectural guidelines need to require buildings to be compatible with a color palette developed for the Town. The color palette will need to be established and should be different based on geographic zone. Therefore the color palette may be different in the ranch region of the town as it would be on the hillsides. The palette will be divided into two subcategories – signs and buildings. Additionally, lists of materials appropriate for each zone should be created. The sizes and heights of buildings will affect the character of the town. In order to preserve the small rural-village feel, building sizes and heights must be limited.

Municipal properties setting an example

The ability of the town to enforce its ordinances can be enhanced or hampered by how properties owned by the town are maintained. Town property, including the parks, playgrounds and town hall should be well maintained, free of litter and debris, and ready for appropriate use. As new public use structures are built, they should be designed and constructed in conformance with all town ordinances, particularly architectural guidelines.

**IX. Town Cleanup:**

Visitors to Manila will judge the town by their first perceptions. Because most visitors perceive the town by what they can see from their vehicle as they pass through Manila, the maintenance and condition of the public right-of-way and the properties that front the highway, are of primary importance. Town ordinances need to include procedures and policies for abating nuisances on private property. These nuisances include abandoned and inoperable vehicles, junk and debris and excessive weeds. The town should actively pursue properties that are out of compliance, because nuisance conditions reduce property values of the neighboring properties and create a perception of poor conditions, disrepair and blight for the whole community. Vacant and abandoned buildings also detract from the town's overall appearance. The nuisance ordinance should be revised to address the maintenance of vacant buildings. This should also look at compliance of temporary use properties and structures that may collect debris and violations during their vacancy.

**X. Implementation Strategies for Policy & Ordinance Adoptions:**

Old and new policies/ordinances are designed to protect, preserve and enhance the small-town appearance of the community and its natural visual resources. The existing ordinances will need to be modified to either update or create both policies and ordinances to meet the following implementation strategies:

1. Design/Development Review

- i. The town will adopt Design/Development Review requirements and procedures for all new building construction and reconstruction or modification of existing structures. This will be for any site where the floor square footage of a building or the parking requirement increases by at least 50%. The purpose of the review process is to:
  - a. Protect, preserve and enhance the natural beauty and quality of the landscape and other natural resources such as scenic vistas, landforms, open space, native vegetation and wildlife.
  - b. ...and to ensure the appropriateness of the appearance of all new structures. The process will improve communication between the town and developers, and to make the process more efficient.

2. Modify ordinances to regulate as much as legally possible grading and construction on ridgelines, hilltops, edges of mesas and steep slopes through objective and clear regulations as a means to protect scenic vistas. Modify ordinances for the foothill residential zones to clearly distinguish between "normal" and "high visibility" lots in terms of objective criteria.

3. Ensure compliance of private and public property with nuisance and land use ordinances and enforce compliance using civil and criminal penalties when necessary.

4. Require secure waste containers to avoid being spilled by animals, wind or vandal activity. Look at developing a standard waste container for residential zones, reducing the visual nuisance of the public right-of-ways and streetscapes.



5. Ensure that the public right-of-way is appropriately maintained, including removal of weeds, leaves, litter and debris. Look at setting a weed height limit on pre-developed lots in residential or highly visible locations.
6. Revise the nuisance ordinance to require maintenance and upkeep of vacant, part time, and abandoned buildings and properties.
7. Create an ordinance to protect the night sky by regulating lighting in commercial and residential areas of town. Ensure all lights, including residential lights, are brought up to standards of ordinance. Preserve the town's natural night sky by limiting lighting. Review light levels for existing developments, and work with property owners to reduce light levels to those necessary for safety and information. Educate residents on benefits of preserving views of night sky and how to limit residential impacts of interior light spillover.
8. Work with UDOT to determine light level requirements for vehicular traffic on state routes, and create lighting plan replacing or modifying any existing cobra-head lights with alternatives that do not spill light upward into the sky.
9. Review density ordinances to promote a tighter/more compact town center.
10. Create a building height formula for development in Manila that is easily interpreted and understood by homeowners, builders and engineers.
11. Revise the building permit application and design/development review ordinances, clarifying and streamlining the processes and creating specific and easily understood applications.
12. Revise ordinances to require buildings to be sited appropriately on the lot and built to appropriate scale, volume and massing (i.e., breaking up of facade), which limits visual impacts and produces the most unobtrusive buildings and structures feasible. Appropriate scale is in reference to a small rural town/village and also to natural features of the building lot and surrounding natural features.
13. Rewrite ordinances concerning architectural styles to ensure that structures built are as unobtrusively as feasible, particularly in the foothills, but allowing for creative varied architectural designs that are both complimentary to the natural surroundings and maintain a Protect scenic views of ridgelines, ...small-town atmosphere.
14. Ensure compliance with ADA requirements for all public facilities.
15. Ensure compliance with landscaping and irrigation requirements for all public facilities.
16. Develop a parking plan for Central and Village Commercial Zones and require that all parking in these areas be located to the rear or to the side of buildings.
17. Ensure that signage ordinance is consistent with village atmosphere and oriented to the pedestrian as well as the vehicle.
18. Adopt a context sensitive design strategy that considers unique neighborhood characteristics, features and values for all types of roads and streets.
19. Review ordinances and determine appropriate setbacks and landscaping to soften visual impacts of structures from adjacent roads and properties, and amend ordinances as necessary.



20. Require appropriate buffers for commercial uses adjoining residential neighborhoods.
21. Prohibit gated streets and gated communities unless a compelling need can be demonstrated. Develop standards for pedestrian and emergency vehicle access and require approved gates to comply with standards. Encourage private and/or gated subdivisions to provide access to open space and trailheads.
22. Develop a comprehensive and coherent plan to preserve existing open spaces and acquire new open spaces throughout the community. Identify and consider acquiring open spaces in foothills, ridgelines, and scenic vistas.
23. Require commercial development to set aside a certain percentage of the site to open space.
24. Provide incentives to protect open space and conservation resources through voluntary conservation easements and/or deed restrictions.
25. Establish zone-specific setbacks that allow for the most efficient layout of buildings, parking, ingress and egress, and promote uninterrupted scenery.
26. Develop a plan for the preservation of appropriate agricultural and livestock land use to both existing and possible future lands in the town.
27. Require the majority of new developments and all developments outside the existing grid system for clustering of buildings to allow for larger natural or landscaped areas. This also applies on residential to help create a sense of "village center" for the existing grid.
28. Amend the Town's zoning and development regulations to provide transition and buffering requirements for current and future major roads and commercial areas to maintain the desirability of adjacent residential neighborhoods as safe and inviting.
29. Amend the zoning ordinance to require that all commercial signage clearly identifies business locations and services without creating clutter and confusion.
30. Continue to refine code enforcement regulations and policies to protect neighborhoods from traffic, noise, and nuisance impacts. This will require close work with county police enforcement.
31. Adopt roadway and streetscape design standards that incorporate automotive, pedestrian and, bicycle. Design standards must also include street lighting and street trees that contribute to the character, quality and attractiveness to the Town.
32. Adopt street "cross sections" that illustrate all elements of roadway and streetscape design to use as a development pattern.
33. Amend Town ordinances to require future underground distribution power lines where and when possible.
34. Adopt buffering and screening standards for all major roads and streets, paying attention to areas where residential uses back or side onto these roads and streets. Include street trees, landscaping, walls, fences and other materials that are low maintenance, durable and resist graffiti and vandalism.



35. Adopt a consistent and attractive fencing theme for major roads and streets. Require that ALL developments along the main corridor of town use natural materials on the fencing that faces the road such as wood and stone. Some Vynil or metal may be used if it can be proved to give of rustic and rough feel that shows an established corridor. We recomend that No vinyl products of any kind be used along these corridors, as its shinny and flawless finish deters from the effort to create a rural village center and a 'sense of place' in a country community.
36. Determine type, location and construction standards for decorative street lighting to be used in new residential and commercial developments. Also identify a town wide program for upgrading street lights on significant public streets. Improve the consistency, quality, and coverage of lighting on major streets to encourage safety and attractiveness.
37. Adopt and maintain a town list of local historic resources worthy of preservation. Create a Historic Preservation Ordinance to ensure compliance with the intent of this plan. Actively pursue federal, state, and other funding for the preservation and rehabilitation of historic buildings and sites.
38. Streetscape improvement projects with double-frontage lots shall incorporate a consistent plan for landscaping, fencing, and other aesthetic improvements. Fencing material should be low maintenance, durable, and resistant to graffiti and vandalism.
39. Require street tree master plans for all new subdivisions constructed within the town and sponsor street tree planting programs for existing neighborhoods. Species and size will need to be part of this plan.
40. Require lighting, fencing and pedestrian pathways master plans for all new subdivisions constructed within the town calling out types of product being used and proper installation methods.
41. Preserve existing trees within right-of-way (ROW) whenever possible and replace damaged or diseased trees when removal is required.
42. Adopt a *Neighborhood Map* including boundaries and names as a recognized element of the General Plan. Develop a "base map" of all known subdivisions within the town. Identify physical boundaries, such as the canals, major roadways, school boundaries and historic neighborhood boundaries and synthesize all boundaries into one map.
43. Develop policies for creating or strengthening neighborhood qualities. These policies may include the development of street tree planting programs or unique street lighting standards.
44. Amend the zoning ordinance to ensure that provisions are included to protect the community's historic resources. Include zoning provisions that create incentives for restoration of historic structures such as flexible landscaping standards, and reduced parking requirements. Provide local incentives for the maintenance and restoration of historic resources on private lands.
45. Identify and map all neighborhoods that are eligible for consideration as an Historic District on the National Historic Register (i.e. neighborhoods that contain original Building(s) and is at least 40 years old). This would include structures and builds from the old town of Linwood that may be spread throughout the Lucerne Valley.



46. Amend town ordinances and the Manila Engineering Standards to require that new developments install safe and attractive sidewalk and park strip improvements. Develop comprehensive design standards for site design, landscaping, and building architecture for all new commercial developments. Design standards should promote innovative, quality design and efficient land use patterns.
47. Amend the town's sign ordinance to require site and building signage that compliments building architecture and site design elements, avoids sign clutter, and enhances community image.
48. Adopt a policy supporting public art within the town. Policy should identify locations for display of public art and establish funding sources to commission public art on town property such as town center, town hall, and town parks, etc. Policy should also address permanent and rotating exhibits of privately owned artwork for display in public places.
49. Drought tolerant plantings and water efficient irrigation systems are to be encouraged. However, low water landscape designs should be vibrant and include a variety of plant species and seasonal colors. Xeriscaping techniques may also be integrated with more traditional landscaping methods.
50. Street tree plantings should be consistent in design (i.e. tree species and spacing). Optimum caliper size for planting new trees is between 2" and 2-1/2". Trees with a smaller caliper size should not be planted in pedestrian environments due to frequent abuse and premature death. Larger trees may be appropriate as a landscape accent or in locations that would immediately benefit from the appearance of a mature landscape.



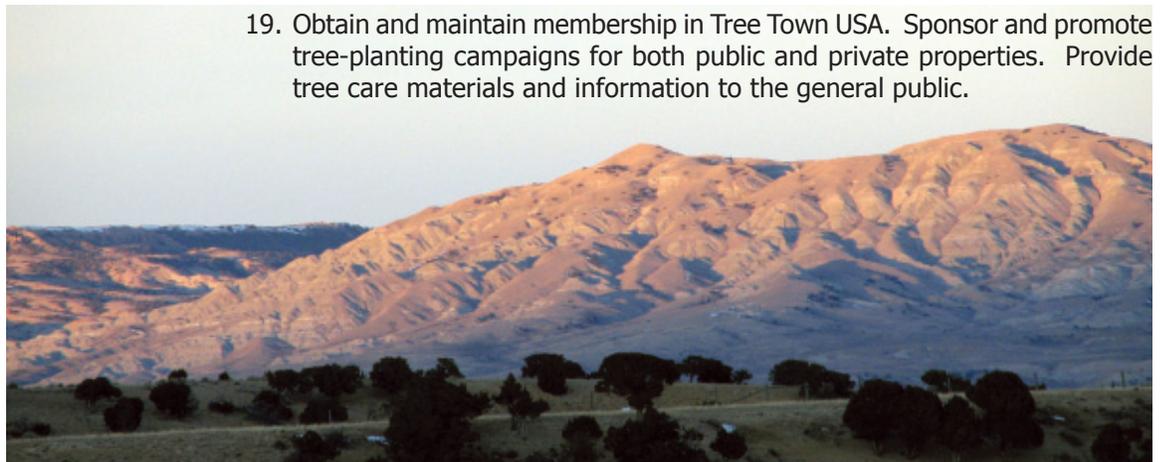
*Photography by: Tiffani Scott*

## XI. Additional planning required:

In addition to updating the policies and ordinances, the council and approving municipal parties will want to look at these items of concern. Listed below is a list of planning exercises that need to be looked at in order to fulfill the goals and vision for a better town appearance and character:

1. Review/Create architectural guidelines and standards, and revise as necessary to encourage new development to include architectural elements that reflect Manila's heritage and identity. The use of these elements should be particularly encouraged in new construction or developments. Ensure that exterior building surfaces appear compatible with the surrounding environment and historic structures (examples are using stone, and not creating glare), and ensure that exterior building colors are consistent with the natural earth and vegetation tones of the backdrop landscape.
2. Create a materials list [or materials standards] for each zone. Encourage new technologies and building materials consistent with the village atmosphere and complementary to the natural surroundings.
3. Set up standards to work with applicants to ensure that building, architectural and engineering issues are resolved and included on plans prior to final town review.
4. Develop a program to prevent the accumulation of trash on private and public property and on the adjacent public right-of-way and to ensure the proper maintenance of buildings.
5. Ensure that approved plans are posted on the town web site during construction and that town inspectors are reviewing projects based on approved plans.
6. A checklist system needs to be adopted for all new developments. This needs to be an impartial inspection and may require a third party on some municipal projects. Develop enforcement procedures to handle buildings that are not built in accordance with approved plans. Strictly monitor building projects, through whatever means necessary, including staffing additional personnel when growth demands it, to ensure new construction adheres to approved plans.
7. Ensure that municipal town properties are landscaped with emphasis on using native and drought-resistant plants, except for parks, ball fields and other recreation areas that require specific landscaping, such as turf grass. Encourage a townscape rich in vegetation and trees
8. Prepare a list of drought-tolerant and native plants and trees that are recommended for the local climate, which could be used by homeowners and businesses in landscaping their properties.
9. Develop a vision statement for the commercial and residential areas of the town and determine what streetscape elements are appropriate for each area.
10. Promote an understanding among both town and county governments that land use decisions affect and influence community character and community pride.
11. Participate financially with citizens in property enhancements, including sidewalk repairs, tree planting, and trash removal. Sponsor an annual Town-wide "clean-up, fix-up" campaign.

12. Develop and implement a reward program to recognize residents who maintain their property above neighborhood standard.
13. Continue to provide bulky waste disposal through annual town program. Look into recycling program as a town benefit. This could be a municipal run program or turned over to a private party as long as the town maintains control of all new and future regulations to town recycling.
14. Establish a gateway design that is a "signature statement" for the community. Gateway design must incorporate consistent design elements and be adaptable to various locations. Gateway design standards must include requirements for both signage and landscaping. Identify a phasing strategy and funding schedule to implement the community's gateway enhancements and other community identification features throughout Manila. Coordinate with public and private land owners the dedication of easements necessary for the construction and maintenance of gateway signage. Possibly require property owners of gateway locations to grant sign easements to the Town as part of any development or redevelopment activity. Specifications while being adaptive to specific sites and responsive to neighborhood character. Establish design standards and locations for secondary (i.e. lower profile) gateway signage on collector or arterial streets. Establish responsibility for a routine maintenance schedule of all primary and secondary Town Gateway signage.
15. Coordinate implementation strategies with the Utah Department of Transportation (UDOT) for improvements to right-of-way landscaping and maintenance standards on SR-43 and SR-44.
16. Transportation or street improvement projects must include improvements such as street trees, public transit enhancements, enhanced pedestrian facilities, and other streetscape improvements that are necessary to improve community character.
17. Seek opportunities to promote the town as a unique and desirable place to live, work, and play through the web site, economic development publication materials, press releases, etc.
18. Develop Town "traditions" and celebrations that emphasize the history, character, and qualities of the community. Support fairs and ethnic celebrations of the area to recognize the heritage and diversity of citizens.
19. Obtain and maintain membership in Tree Town USA. Sponsor and promote tree-planting campaigns for both public and private properties. Provide tree care materials and information to the general public.



## CHAPTER 3

# LAND USE

### General Vision

*The Land Use Element is the principal focus of the General Plan. It provides guidance for the physical development of the Town of Manila. The Land Use Element seeks to encourage the preservation of residential areas and open spaces, while facilitating the development of the commercial areas of the town.*

*The Land Use Element generally provides for the balanced mix and type of land uses which will serve the needs of existing and future residents. It will assist in a plan to generate sufficient revenues to support essential town services, respect the town's natural environmental resources, and to complement and enhance the unique character of the town and quality of life of its residents.*

*Photography by: Tim J. Havens*

“Not Forgetting The Culture and History of What it is We  
Want to Preserve For Tomorrow”



## Breakdown of chapter:

- I. Managing Growth
- II. Land Use Patterns
- III. Open Space
- IV. Reduction of Development process impacts
- V. Implementation Strategies for Policy & Ordinance Adoptions
- VI. Additional planning required



*Photography by: Tim J. Havens*

### I. Managing Growth:

Manage growth within the limitations of the naturally restrictive environment of Lucerne Valley, preserving the unique village atmosphere. Large cities suffer from the disorganization of urban sprawl, and it is a misconception that smaller rural communities are void of this problem. The fact is that they are even more susceptible to this problem. Actions to prevent this will need to include:

1. Develop policies to ensure that a sustainable level of development is not exceeded and unique village atmosphere is preserved. This objective envisions a comprehensive analysis of future growth and land use that is based on more than just what the zoning ordinances allow. The analysis will be based on economic factors, visitation projection, water supplies, facilities and funding. The analysis should help the town determine a feasible and appropriate mix of residential and commercial uses given:
  - i. The town's limited physical resources (land, water, etc),
  - ii. The town's stated intent to preserve a village atmosphere,
  - iii. The need to locally provide residents and visitors with essential commercial services, and
  - iv. The need to promote the town's tourism industry.
2. Following this analysis, it may be prudent or necessary for the town to revise the planning and land use maps in the General Plan. The General Plan maps should present, in graphic form, the vision expressed by the goals and objectives of the Land Use Element of the Plan. There is a need to develop policies that will ensure desired levels of development is not exceeded and the unique village atmosphere is preserved.
3. Allow new development only if it will be adequately served by current or planned utilities such as water, sewer and other municipal services. It is important to ensure that sufficient capacity of utilities and other municipal services exists when new development is approved. While Manila currently has sufficient water and sewer utilities, capacity future development may be limited based on this capacity. Part of the review process for future development will be an analysis of the impacts on utilities. This review should be based on quantifiable standards. Impacts on utility capacity are, however, only part of the issue. The impact of development from adjacent communities, including our neighbors in Wyoming, must be looked into and analyzed carefully to help evaluate future capacity.



## II. Land Use Patterns:

Develop policies to ensure that sustainable levels of development are not exceeded. The unique village is maintaining the pattern of existing land uses by preserving existing residential neighborhoods, separating commercial districts from these neighborhoods, and encouraging development of residential uses in the commercial zones (mixed-use).

1. To the greatest extent possible, avoid rezoning properties from residential to commercial. Residential uses help to maintain the small-town atmosphere. The vision of this plan is to maintain the property currently zoned for residential uses and minimize commercial zoning encroachment into residential areas. Changes in the zoning should only be considered if the area is identified on the General Plan Map, and the request is clearly consistent with the policies presented in the General Plan. It should not be forgotten that rural sprawl needs to be avoided. This point can be maintained by steadily following your zoning districts and buildings on a quality center to each, rather than allowing spotty areas of growth of one group, such as commercial.
2. The character of Manila as a small rural village is enhanced by the mix of commercial, residential and open spaces along its State Route Highways. As the retention of residential and open spaces is vital, the town should identify incentives, ordinance changes and other methods to promote and preserve these uses.
3. Maintain current allowable coverage limits in foothill residential, valley residential and village commercial zones. The commercial zone should allow 50 percent of a lot to be covered with impervious materials, including buildings, parking lots, walkways, etc. Many of the existing properties in the zone are nonconforming in respect to impervious material coverage. Because it will become the town's "downtown" and the primary commercial zone, this area should allow for a higher level of development. This "downtown" commercial area is located on both sides of the state routes entering the town. Increases in allowances for development to the downtown area could be offset by increased setbacks/open spaces in the other zones. The commercial zone should be the most pedestrian-oriented zone in the town. One aspect of a space oriented to the pedestrian is reduced front setbacks. Setbacks that place shop windows and storefronts convenient to the pedestrian, allow activities such as window shopping to be more easily achieved. Reduced front setbacks also encourage parking to be at the side or to the rear of buildings, which is another element often found in pedestrian oriented spaces. This also is a great addition to a transportation safety plan for any small community, keeping the number of situations in which a vehicle backs into a busy road to a minimum.
4. Ensure that the foothill residential zone remains minimally developed with low visual impact from the main state routes and other roads (where tourist will be traveling the most), hillsides, and neighboring properties. The foothill residential zone should only allow development at a scale of one home per two acres or one home per five acres, depending on elevation and visual disturbance, and damage to important view sheds. If maintained, this low density will allow the zone to remain minimally developed. The location and visual impact of homes on the natural surroundings is a more complicated issue. A building height formula should be visited to ensure that it is clearly written and easily understood by those seeking to build in the foothills. Maximum building heights vary in the zone, depending on the visual significance of the building site. Normal sites are allowed to have buildings higher than highly visual sites. The criteria for determining if a site is a normal or highly visual site should be reviewed, and clearly defined, based on



objective criteria. Exterior colors and materials of homes affect the visual impact of residential developments. Colors and materials that are compatible with the natural environment allow structures to recede into the natural landscape, instead of standing out. Ridgeline encroachment and development is a fast and easy way of destroying a small town feel and value, not to mention the value damage from a financial standpoint to properties below these developments. For this reason, and many others, there should be extra care taken to create protective zoning on these properties. A strict color and materials code will need to be adopted for these areas alone, before properties may become developed in these areas. It would be in the best interest of both the town and county to adopt measures that would allow land trades to take land back, creating conservation areas of said properties by zone.

5. Ensure that each development or building project is implemented in strict accordance with the plans, specifications and conditions approved by the town. The responsibility for reviewing and approving development in Manila should be shared amongst the town council, planning commission, and the director of community development (the Mayor will fill this role till population demand the need), based on the type of development and the necessary approval process. As part of the approval process, these bodies often impose specific conditions of approval on developments. As development projects are constructed, the town must take steps to ensure that builders are adhering to approved plans. Part of this monitoring of projects includes adequate, trained staff that understand the approval process and are aware of imposed conditions. In addition, requirements to have developers and builders hire professional firms that are independent of their company or family should be required. These professional bodies would then be governed by a zoning code that needs to be redeveloped. This code will dictate (by cost to a developer/builder), the firms need to 'punch list' the project at certain stages of construction.
6. Promote the development of a pedestrian-oriented town. A pedestrian-oriented town has certain aspects that are focused on the pedestrian, rather than the automobile. Amenities such as benches, shade areas, gathering spaces, buffers from cars and trucks, reduced front yard setbacks, storefront windows, and adequate sidewalks/trails all support the use of the space by pedestrians. This is a task that may take time to implement for existing businesses. A plan to develop incentives, as well as possible town monies for this effort, should be in place as soon as possible. However, all new development will need to conform to these guidelines at the time of development. This will go long distances in generating that feel of a small town, the presence of a downtown commercial district and unique look of the town of Manila. Along with pedestrian use, these guidelines also support other alternative forms of transportation such as bikes.
7. Promote creative solutions and incentives for minimizing visual impacts of both residential and commercial development. The reduction of the visual impact of buildings is of primary concern to the town. In order to minimize these visual impacts, homebuilders, developers and the general public must be educated as to the various methods available to do so. While some of this education takes place during the review and approval process for development, that is not the most effective way. A brochure could be developed that would not only visually demonstrate the need for reducing visual impact but identify methods of doing so. The town should also identify possible incentives for developers who go beyond the town's requirements for minimizing visual impacts.

### III. Open Space Goal:

To provide natural open space within the Town of Manila.

1. Preserve natural open space areas within each zone and throughout the community as appropriate. Open space is one of the necessary characteristics of a small rural village. These open spaces need to be found in both commercial and residential zones. While the use of the open spaces may range from passive and active recreation uses, such as parks and trails, to nonpublic open space, such as agricultural lands; the importance of the open space is not dependent on use. Open spaces provide buffers and separation between commercial and residential uses. Open spaces may be public or private in nature. An example of private open space is the common areas of a planned development. The common areas are held in a conservation easement to ensure these areas are maintained in a natural state. While they are private spaces, the development allows pedestrian traffic or light vehicle traffic (such as atv's) to cross the common area. This provides the public access to the areas that are adjacent to the development, and lets users outside of the development gain access to these areas if permitted by the development. In the case of rural development, it should always be promoted to share common areas, whether private or publicly owned. This has many benefits such as reducing the cost to maintain, and strengthening the community as a rural village, as apposed to the suburban feel of a larger city. Open areas may also be publicly owned and maintained as well. The town needs to own, or control by zoning several parcels of land that are to be held as open spaces. While some of these parcels will be developed as parks, others will retain in their natural state. The town may consider acquiring other parcels for public open space. Parcels that have potential for being acquired by the town should be identified, as well as determining the means to acquire them (e.g., fee simple purchase, dedication or easements).
2. Acquire non-improved, noncommercial, connected open space for community benefit. Community-connected open spaces are generally trails that link areas of the community to each other. While this is generally the case, it is not the only situation. Connected open spaces buffer residential areas from commercial developments and provide separation between uses. As the town develops plans to acquire public open space, it should also identify potential funding sources and forms of ownership. Funding may take the form of grants, loans, dedications and gifts. If the town decides to purchase land for open space, it should also consider appropriate uses of the land, whether it be trails for public use, or a conservation easement. It may be possible to provide incentives to developers or property owners to dedicate land for community open space. The town should investigate possible incentives to acquire private land for open space.
3. Consider annexation of adjacent lands for open space. Because Manila has a state boundary and is surrounded by the county of Daggett on the other sides, the potential for annexation is limited. Careful thought should be given as to the effect of county lands on the surrounding borders of Manila. An annexation study that identifies possible lands for annexation into Manila should be completed as part of enhancing the Annexation Policy Plan.

#### IV. Reduction of Development process impacts:

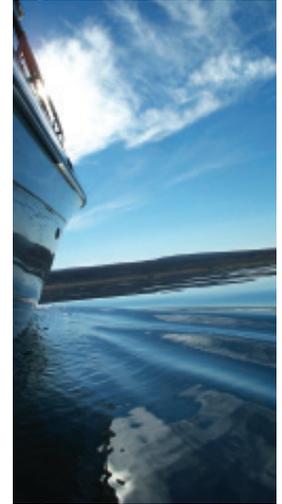
1. Set time limits on development projects requiring major excavation and grading (roadways, hill cuts, fills, etc.) to minimize impacts on surrounding properties and town infrastructure. Projects that require major excavation and grading will undoubtedly impact the properties surrounding them. These impacts may be in the form of traffic, noise, dust, etc. Requiring major construction to hold to a specific timeline will decrease the potential effects on surrounding properties.
2. Establish criteria for grading and earth removal for each zone to minimize impacts on these zones. Major grading and earth removal projects tend to alter the landscape in dramatic ways. Many negative examples exist in the town in the form of scars on hillsides where roads were cut to access properties at higher elevations. A comprehensive grading and excavation ordinance should be prepared that addresses, not only how much grading is too much and what alternative measures exist to minimize scarring on the landscape, but what can be done after the excavation to, re-vegetate or reclaim disturbed ground.
3. Require developers to maintain a clean and orderly construction site to minimize impacts on surrounding properties. Properties under construction are notable as areas where trash and debris accumulate. In addition to trash and other debris, construction often impacts local roads, as construction vehicles often track dirt and other materials onto public streets. A clean road applies to both dirt and improved, non-paved roads, as these roads may not collect dirt or mud, but they can become rutted and damaged by high and heavy traffic. Part of the review process should include a requirement that the developer to submit a plan to maintain the construction site and possibly a bond to ensure that roads are cleaned and construction related trash is properly removed from the site.
4. Promote creative solutions and incentives for minimizing development impacts. Manila should look for other municipalities who have had success in minimizing impacts from development. As successful municipalities are identified, the town should work with their staffs, commissions and councils to identify techniques that could be used in Manila. Possible techniques should include incentives and rewards for developers that go beyond the town's requirements for minimizing impacts of development.
5. Require minimal disturbance of natural landscape during construction and prompt revegetation of disturbed ground after construction. The natural landscape in Manila should be maintained as much as possible as both commercial and residential development continues to occur in the town. While preserving the natural landscape is important in the valley residential, village commercial zones, it is vital in the foothill residential zones where the native vegetation is so easily disrupted and restoration takes so long to achieve. Vegetation that will remain during and after construction should be clearly marked on plans. Methods to ensure its survival should be reviewed in the development review process. Require minimal disturbance of natural landscape during construction and prompt revegetation of disturbed ground after construction.



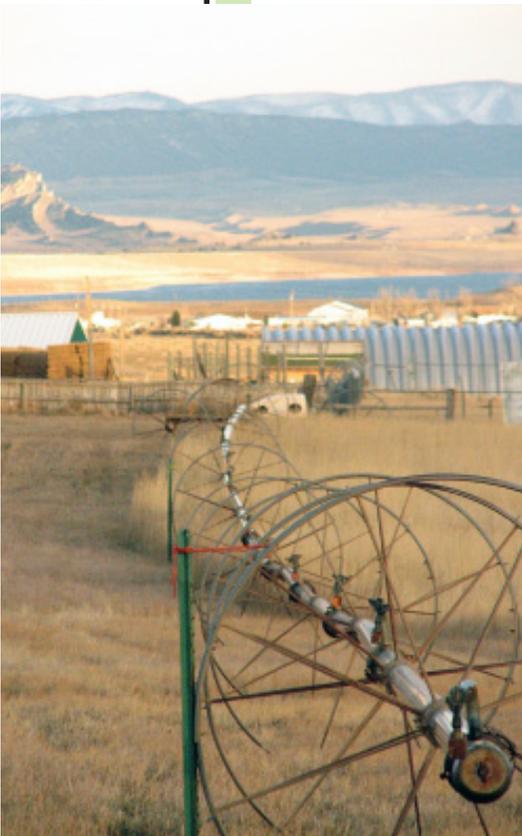
## V. Implementation Strategies for Policy & Ordinance Adoptions:

Old and new policies/ordinances are designed to protect, preserve and enhance the small-town appearance of the community and its natural visual resources. The existing ordinance will need to be modified to either update or create both policies and ordinances to meet the following implementation strategies:

1. The town needs to do a study to locate a future 'village center' that will hold the strongest densities of both residential/commercial and character in the form of a town look.
2. Zoning designations:
  - i. The town needs to adopt new and clear zone designations that will geographically provide structure to the preservation of the small town character and village feel. This continues Manila's goal to preserve and bring back a sense of place and unique look to the community. The current zoning needs to be modified to the following zones:
    - a. Village Residential (VLR) - Residential located within what will later be called the village center of the town. This may include mixed-use usages.
    - b. Foothill Residential (FR) - Will be designated by map as lands that are sensitive and in need of special care along the foothills surrounding Manila. These lands can still be buildable but for the protection and vitalization of the future character, they must be restricted in materials, heights, and building pad locations so as to blend in with the existing environment. The town will need to also look into runoff, and soil contaminations in these areas.
    - c. Valley Residential (VR) - Valley Residential is all residential not located within the Foothill or Village zones.
    - d. Commercial Corridor (CC) - Within the town limits, there will be a series of current and future corridors that are recognized as best for commercial. Within this zone will be the Village Commercial.
    - e. Village Commercial (VLC) - This again will be any commercial located in a later determined district of town to be called out as the village center.
    - f. Light Industrial (LI) - This would include all lands set aside for light industrial, as heavy industrial would not be zoned at this time in the town. The location of this would have close proximity to the airport.
    - g. Trails, Parks, Open spaces (TPO) - This land is set aside for public use and should eventually build a network that not only works within itself, but ties directly into county and regional systems of public usage.
    - h. Municipal/Public Use (MPU) - This would include town offices, schools, and any public use not part of the TPO zone.
    - i. Agriculture (AG) - All ranch and agriculture lands.
3. Modify ordinance to regulate as much as legally possible the speed of traffic based on the zones and traffic counts in an area. Look to drop speed on residential dirt roads to 20 and 25 on paved. Drop the main highway speeds in town to 35. Dropping the highway speeds will not only increase safety, but will help let people take a look at the new Manila and promote tourists to stop and visit the businesses along these (CC) and (VLC) zones.



4. It will be necessary for the town to do an analysis of the future growth and possible annexations into town. This will aid in the layout of the new zoning designations.
5. Evaluate current growth rate and identify potential harmful impacts of growth on the natural resources and on the village scale.
6. Determine maximum water use capacity for the Town based upon need and availability of service upgrade and funding. Use this to help aid in the amount and areas placed in each zone.
7. Add process for review, including standards to be used to evaluate impacts of development.
8. Ensure zoning maps are always kept current with applied changes and remain consistent with proposed uses as set forth by the General Plan.
9. Adopt in a General Plan Zoning Map once zones have been adopted.
10. Set a percentage for each zone to require developments to preserve open space and contribute to the public spaces of the town.
11. Investigate alternative setbacks in the Commercial and Village Center Zones to help visitors more easily park, shop, and enjoy town sites.
12. Review ordinances on open space, landscaping, signage, lighting, and setbacks for properties along the state routes and within the village center. Promote pedestrian friendly and safe vehicular circulation in these areas.



13. Explore establishing incentives to encourage property owners along these highly visible routes to maintain open spaces and frontages.
14. Make sure all new development adheres to a fire and emergency vehicle safety plan that allows access into a site at any time.
15. Revise ordinances to require buildings to be sited appropriately on the lot, and built of appropriate scale, volume and massing (i.e., breaking up of façade), which limits visual impacts and produces the most unobtrusive buildings and structures feasible. Appropriate scale is in reference to natural features of the building lot and surrounding natural/manmade features.
16. Rewrite ordinances concerning architectural styles to ensure that structures built are as unobtrusively as feasible, particularly in the foothills, but allowing for creative varied architectural designs that are both complimentary to the natural surroundings and maintain a small-town atmosphere.

17. For Foothill Residential (FR):
  - i. Ensure that exterior building surfaces appear compatible with the surrounding environment and historic feel (examples are using stone, and not creating glare), and ensure that exterior building colors are consistent with the natural earth and vegetation tones.
  - ii. Create a materials list [or materials standards] for the Foothill Residential Zone.
  - iii. Create a building height formula for development in Manila that is easily interpreted and understood by homeowners, builders and engineers.
  - iv. Modify ordinance to regulate as much as legally possible grading and construction on ridgelines, hilltops, edges of mesas and steep slopes through objective and clear regulations as a means to protect scenic vistas.
18. Ensure that approved plans are posted on site during construction and that town inspectors are reviewing projects based on approved plans
19. Encourage private subdivisions to provide access to open space and trailheads.
20. Provide incentives to protect open space and conservation resources through voluntary conservation easements and/or deed restrictions.
21. Establish zone-specific setbacks that allow for the most efficient layout of buildings, parking, ingress and egress, and promote uninterrupted scenery.
22. Promote clustering of buildings to allow for larger natural or landscaped areas.
23. Encourage the preservation of appropriate agricultural and livestock land use.
24. Examine potential liability issues.



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25. Explore possible funding opportunities, including grants, loans and owners dedication of land or easements.
26. Identify and map possible lands for annexation and add to annexation plan. Evaluate desirability and feasibility of annexing each identified parcel.
27. Prepare grading and excavation ordinance. Research current patterns of grading and earth removal and feasibility of alternative standards. Require revegetation standards for all lands disturbed.
28. Develop standards regarding what level and nature of revegetation is sufficient for ground disturbed in the construction process.
29. Require developers to submit a plan to clean roads during and after construction at the time the development is approved. Investigate methods (including performance bonds) to hold property developers responsible for maintaining construction sites, cleaning roads, and removing construction related trash and debris. Establish criteria to be used to evaluate whether a construction site is appropriately maintained.
30. Explore requiring new commercial and multi-unit residential developments to submit renderings of completed projects (how the project will appear post construction), showing anticipated preservation or reclamation of natural landscapes.
31. Require developments to maintain and protect existing vegetation to the greatest extent possible and ensure that vegetation to remain during and after construction is sufficiently marked on site and on construction plans.
32. Investigate methods (including performance bonds) to ensure that vegetation identified as remaining on site survives the development process and that proposed landscaping plan is fully implemented.
33. Require traffic studies for major new developments.
34. Establish quantifiable standards for judging traffic impacts created by new development on surrounding properties.
35. Examine any issues of fairness regarding differences between older and newer standards. Analyze opportunities for bringing non-complying properties into conformity.

## VI. Additional planning required:

In addition to updating the policies and ordinances, the council and approving municipal parties will want to look at these items of concern. Listed below is a list of planning exercises that need to be looked at in order to fulfill the goals and vision for a better town appearance and character:

1. Develop a comprehensive and coherent plan to preserve existing open spaces and acquire new open spaces throughout the community. This would be for preservation of sensitive lands as well as acquiring lands for TPO and public use areas.
2. Explore (with assistance and experience of consultants and other towns) possible techniques to reward developers for approaches that go beyond Town requirements to minimize visual impact.
3. Develop brochures or other information that identifies possible methods for minimizing visual impacts.
4. Map current open spaces, noting ownership.
5. Develop proposals for linked open spaces through the uses of trails and other pedestrian connections.



*Photography by: Tim J. Havens*

# CHAPTER 4 RECREATION ANALYSIS

## A FOCUS ON THE FUTURE TRAILS, PARKS, & OPEN SPACE FOR MANILA

### General Vision

*To provide a wide range of year-round cultural and recreational activities for all residents of Manila while increasing the safety, culture, health, economic base, and pride of its citizen of every age.*

*People think of places for their kids to play when they think of trails, parks and open spaces, but there are many other valued uses. Functions such as art or music fairs are a great use, as well as a gym that can keep citizens of any age healthier. In a small community this may also include combining uses slightly out of this realm such as youth groups and possibly a family doctor.*

*It will be important to direct these same efforts towards other Trails Parks and Open Space (TPO) programs and projects in the area. This continuation of coming together will help defeat the sometimes overwhelming feeling of creating a better place to live while building a more complete system of regional activities that will only strengthen the economic base and health to the citizens of Manila.*

Photography by: Tim J. Havens



**Breakdown of chapter:**

- I. Purpose and Overview
- II. Tourism in Utah
- III. Overlooked types of Recreation
- IV. Funding Opportunities
- V. Implementation Strategies for Policy & Ordinance Adoptions
- VI. Additional planning required

**I. Purpose**

Manila's economy is based primarily upon recreation and tourism, but continues to include a small amount of agriculture. Manila is set to experience rapid growth in the future, but the start of this trend has no set start time. Five criteria should be looked at when preparing for this trend:

1. Close proximity to state or federal lands, and, consequently, the ability to attract tourists and other recreation groups to use the land;
2. A diverse economy that includes at least some tourism;
3. An attempt to maintain the community's rural atmosphere and unique characteristics through local land-use ordinances, regulations, and land acquisition programs aimed at conserving and preserving natural resources and cultural heritage;
4. Working closely with adjacent lands of both the County and Wyoming to create an overall goal that doesn't drift away from the great resources of the Ashley National Forest or Flaming Gorge Recreational areas;
5. An (TPO) trails, parks, and open space master plan for the community needs to be developed by an outside consultant and in conjunction with public involvement.

A open atmosphere has always been an identifying characteristic of the Lucerne Valley. A feeling of openness can continue amongst development, through the establishment of trails, parks, and open space areas (TPO). It has been said that recreational facilities, and their ability to enhance the quality of life, are an essential competitive resource to be managed by communities for their own economic wellbeing. This can be accomplished by understanding the character and dynamics of the community, as well as the physical resources of the sites and the need to preserve and enhance them. A firm grasp of community objectives, wants, values and conceptual program desires and how to reaffirm established long-term goals and objectives. The town must consider the possibility that recreational needs can be met in many different ways depending on the resources available to the town, and how other available facilities can act in support of those needs. At this time there are a number of deficiencies that need to be addressed. A comprehensive plan should be put together to identify these deficiencies and create a program for improving them. The guiding emphasis should be on preserving and enhancing the natural resources and environment whenever possible, and carefully integrating man's existence with nature. If Manila can accommodate the resident's recreational needs while protecting the environment and natural resources, the recreational planning efforts will truly be successful.



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## II. Tourism in Utah

Utah is blessed with an abundance of outstanding natural resources on both its public and private lands, providing great destinations and attractions for outdoor recreationists and tourists. In 2003, 17.2 million visitors traveled to Utah. Taken together, outdoor recreation and tourism represent one of the largest and fastest growing sectors of Utah's economy, with tourism accounting for an estimated \$4.2 billion in traveler spending and 104,000 tourism-related jobs in 2003. This visitor spending generated \$341 million in state and local tax revenues sales, revenue that helps pay for services and infrastructure Utah residents use and enjoy. The Utah tourism industry continues to be a significant driver of the state's economic growth. Along with economic benefits, there also may be costs associated with outdoor recreation and tourism—local communities may be overwhelmed by visitors, natural resources may be negatively impacted from crowding and overuse in popular areas, conflicts may occur between visitors and traditional users of public lands, and even visiting recreationists may not be compatible when participating in different outdoor activities. Increased outdoor recreational use from tourism may bring other unwanted social, economic, and environmental changes. Recognizing the potential benefits and costs, the Utah Legislature approved continuing funding in 1998 for Utah State University's College of Natural Resources and Cooperative Extension to support the Institute for Outdoor Recreation and Tourism (IORT). IORT's purpose is threefold:

1. to implement a program of research focused on the social, economic, and environmental benefits and costs of outdoor recreation and tourism;
2. to provide a program of outreach through Extension to assist public agencies, non-governmental organizations, and individuals in the private sector with outdoor recreation and tourism-related issues; and
3. to offer opportunities for education in outdoor recreation and tourism to undergraduates, graduate students, and professionals.

Planning for the future background of Utah's Rural Communities is very important. Two of the biggest concerns facing rural communities in the Intermountain West today are the contrasting problems of rapid growth and development as opposed to economic decline and stagnation. Communities confronting either of these problems must deal with many challenges. For many of Utah's rural communities, the problem of either growth or decline has been compounded by dependency on public lands and the changing perceptions by the general public of how these lands should be used. Utah communities whose economies have revolved around farming, ranching, and extraction of natural resources have depended upon access to and use of public lands, but use of these lands for tourism, recreation, wildlife habitat, military operations, and other public purposes have increased user competition and decision making conflicts. Planning for the future of their communities is difficult as decision-makers face changing and increasingly diverse public perceptions about public resource issues. The viability and sustainability of many rural communities depends upon their ability to harmonize their traditional uses of these lands with new economic opportunities. Recreation and tourism are important components of Utah's contemporary economy. For some of Utah's rural communities, recreation and tourism have brought about rapid growth and its associated concerns. Other communities in Utah, especially those facing stagnation or decline, have attempted to develop recreation and tourism opportunities in their area as a means of diversifying their economies, while at the same time attempting to maintain traditional forms of employment. Still other communities are wary of embracing recreation and tourism at all, out of concern for the changes associated with them.

*Photography by: Tim J. Havens*





*Photography by: Tim J. Havens*

### III. Overlooked Types of Recreation

While the town does not have a town sponsored recreation program, many recreation opportunities exist in Manila, particularly for the youth. Youth activities should be established or strengthened, providing after-school and summer activities for area youth. Activities range from outside physical activities such as soccer and softball to indoor classes and activities like pottery, cooking and other arts and crafts.

#### 1. Arts

While widely known as a tourist community, Manila has the recourse and ability to be seen as a growing place in the arts community. While the means of expression may vary from person to person, the unique qualities of the area provide inspiration for much of Manila's citizen's work. Manila may want to look into an Arts and Humanities Council, a local non-profit organization that provides many opportunities for both local and visiting artists to express their work. This council would sponsor concerts, literary readings, dance performances and workshops and organize an annual Holiday Craft Fair and an annual Open Studios Tour.

#### 2. Community Center

Though not economically feasible at the moment, this is a great goal to work towards in the very near future. A community center could consist of a large auditorium room and several classrooms/workrooms for use by the community, a gym and health center for all ages, a library and career advancement room, and other potential various civic uses.

#### 3. Trails

Hiking could really be a activity in and around the town of Manila that could see great enhancement, and would bring great value to the citizens and economics of the town. While not heavily traveled, the hillside trails provides excellent views and a get away that is only a few minutes from ones own front porch. These trails are also a great place to see and photograph the wildlife of the area. Efforts should be made to not only link these trails from the town, but to improve and preserve their isolation from the town as well. Trails should meander through and follow the natural terrain while staying away from roads as much as possible.

### IV. Funding Opportunities

Funding projects is one of the most challenging aspects of the plan. Public funding is increasingly competitive, and many programs are either not being funded or have been substantially reduced. Money from foundations and other philanthropic organizations and groups is also difficult to acquire, in part because available funds are highly sought-after. Nevertheless, all potential sources should be explored to the fullest. Having a good trails, parks, and open space master plan is the first step toward securing implementation funding for the construction of these spaces.

## 1. County Sources

Daggett County is in the process of improving their trail system for the region and it should be encouraged that this effort starts from the higher populations and move outward. It should also be increased to a TPO plan, taking in all aspects of recreation and open space preservation. Setting the standard in the mountains may be vital to helping the growth of concentrated value in the tourism industry, but the citizens who will ultimately build, pay for, and maintain these recreational components can be served more on a day to day basis by a healthy TPO system. Projects could include as the population is able to support:

- Walking and biking paths off busy highway roads;
- an answer to recreational vehicles safely being able to connect with trail systems outside the limits of the town without having to transport them;
- and working towards more close-to-home recreation opportunities for youth, adults, and senior citizens (such as a bmx/skateboard park, gym, or recreation center).

These should be a focal point for both Dutch John and Manila to the County Trails Committee. Daggett County can fund these and other recreation programs directly from its general fund, or it can bond for the development and spread the cost over many years. Bonding is a common approach, where repayment of the bonds comes from general revenue sources such as property and sales tax, or other earmarked tax revenues. However, unless it is a large project that benefits many people, bonding is not likely.

## 2. ZAP Tax

The Zoos, Arts, and Parks (ZAP) Tax has been used to fund many projects throughout Salt Lake County, and a similar tax may be looked into for Manila. The program is administered by Salt Lake County, and was recently extended to 2016 as a result of a countywide vote.

## 3. Community Development Block Grants

Community Development Block Grants (CDBG) can be used for park development in areas of the county that qualify as low and moderate-income areas. CDBG funds may be used to upgrade trails/parks and improve accessibility according to the Americans With Disabilities Act (ADA).

## 4. State Sources

Centennial Non-Motorized Paths and Trails Crossings, part of the, the Utah Department of Natural Resources, Parks and Recreation Division administers this program. The funds are to be allocated towards the provision of safe and continuous pedestrian, bicyclist, and other human-powered and equestrian transportation paths and trails, and to provide access across highways and other impediments. A local match is required.

## 5. Non-motorized Trails and River Enhancement Programs

The Division of Utah Parks and Recreation has a funding programs for trails called the non-motorized trails program. This provides funds for signing, trails, and right-of-way projects. A local match by the sponsoring jurisdiction is required.

## 6. LeRay McAllister Critical Land Conservation Fund

The fund is administered by the Utah Quality Growth Commission and provides funds each year to preserve or restore critical open or agricultural lands in Utah. Money from the fund must be used to preserve or restore agricultural lands. Applicants must provide matching funds equal to or greater than the amounts of money received from the fund. Fund must be spent within one year from the date of the grant award. The size of parcels for a purchase is limited to 20 acres or less. Purchases of conservation easements or restoration projects are exempt from this restriction. In recent years, the LeRay McAllister fund provided close to \$2 million each year for conservation projects.



## 7. Land and Water Conservation Fund

This Federal fund is available to states, and in Utah is administered by the Utah State Division of Parks and Recreation. Funds are matched with local funds for the acquisition and development of trails, redevelopment of trails and facilities, improvements to accessibility, and other trail programs and facilities that provide close-to-home recreation opportunities for youth, adults, senior citizens, and persons with physical and mental disabilities.

## 8. Federal Sources

Transportation Efficiency Act-21 (TEA- 21) Reauthorization Bill/ SAFETEA-LU The Transportation Efficiency Act-21 (TEA-21) was recently reauthorized by Congress as the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). The bill authorizes the federal surface transportation programs for highways, highway safety, and transit for the 5-year period 2005-2009, providing \$286 billion for a wide variety of transportation and roads projects throughout the nation. Although specific project details are still being formulated, these funds are a potential source for funding portions of the Daggett County TPO systems. Funds will likely be made available to the county or town directly through the Utah Department of Transportation (UDOT).

## 9. Private and Public Partnerships

While not addressed as a specific strategy for trails and trail facilities, it is not uncommon that public monies are leveraged with private donations. Joint development opportunities can occur between Daggett County, Manila, and the State of Wyoming as well as other agencies or jurisdictions like the U.S. Forest Service. In order to make these kinds of opportunities happen, there must be on-going and constant communication between people, governments, business interests, and others.

## 10. Development Contributions

Development contributions are a means for requiring, as a condition of development approval, a builder or developer to give something to the town or county for the development of public facilities. Contributions can range from impact fees to land dedications for public trail facilities.

## 11. Dedications

The dedication of land for TPO has long been an accepted development requirement, and is another valuable tool for implementing trails. Manila can require the dedication or, if larger-sized parcels are desired, can offer development "bonuses" such as increased density of development in exchange for the dedication of land for trails. In some cases, the developer may also be responsible for trail improvements, which may be maintained by a Homeowner's Association. In such cases, it is important to determine whether the space is private or public, and what the desired and appropriate facilities are, that should be provided.



*Photography by: Paul J. Havens*

## 12. Sample of Government Programs for Economic and Community Development:

### State Programs

Utah Department of Community and Economic Development  
324 South State Street, Suite 500  
Salt Lake City, UT 84111  
Phone: (801) 538-8700  
Web: [dced.utah.gov/](http://dced.utah.gov/)

The Governor's Rural Partnership Office  
21st Century Communities  
355 West Center Street  
Cedar City, UT 84720  
Phone: (435) 586-7738  
Web: [utahreach.usu.edu/comm21/index.htm](http://utahreach.usu.edu/comm21/index.htm)

Utah Center for Rural Life  
Southern Utah University  
351 West Center Street  
Cedar City, UT 84720  
Phone: (435) 586-7738  
Web: [utahreach.usu.edu](http://utahreach.usu.edu)

Utah Rural Development Council  
351 West Center  
Cedar City, UT 84720  
Phone: (435) 586-7852  
Web: [utahreach.usu.edu](http://utahreach.usu.edu)  
Utah League of Cities and Towns

50 South 600 East, Suite 150  
Salt Lake City, UT 84102  
Phone: (801) 328-1601  
Web: [www.ulct.org/](http://www.ulct.org/)

### Regional Programs

Wasatch Front Regional Council  
295 N. Jimmy Doolittle Road  
Salt Lake City, UT 84116  
Phone: (801) 292-4469  
Web: [www.wfrc.org/](http://www.wfrc.org/)  
Counties: Weber, Morgan, Davis, Salt Lake, and Tooele

Six County Association of Governments  
250 North Main  
Richfield, UT 84701  
Phone: (435) 896-9222  
Web: [www.sixcounty.com/](http://www.sixcounty.com/)  
Counties: Juab, Millard, Sevier, Sanpete, Piute, and Wayne

Uintah Basin Association of Governments  
855 East 200 North  
Roosevelt, UT 84066  
Phone: (435) 722-4518  
Counties: Daggett, Duchesne, and Uintah

Mountainland Association of Governments  
586 East 800 North  
Orem, UT 84097-4146  
Phone: (801) 229-3800  
Web: [www.mountainland.org](http://www.mountainland.org)  
Counties: Summit, Utah, and Wasatch

Bear River Association of Governments  
170 North Main  
Logan, UT 84321  
Phone: (435) 752-7242  
Web: [www.brag.dst.ut.us/](http://www.brag.dst.ut.us/)  
Counties: Box Elder, Cache, and Rich

Five County Association of Governments  
906 North 1400 West  
St. George, UT 84771-1550  
Phone: (435) 673-3548  
Web: [www.fcaog.state.ut.us/](http://www.fcaog.state.ut.us/)  
Counties: Beaver, Iron, Garfield, Kane, and Washington

### Federal Programs

USDA Rural Development  
Stop 0705, 1400 Independence Avenue SW  
Washington, D.C. 20250-0705  
Phone: (202) 720-4323  
Web: [www.rurdev.usda.gov](http://www.rurdev.usda.gov)

Economic Action Programs  
USDA Forest Service  
Federal Bldg. 234 25th Street  
Ogden, UT 84401  
Phone (801) 625-5259  
Web: [www.fs.fed.us/r6/coop/programs/rca/economic](http://www.fs.fed.us/r6/coop/programs/rca/economic)

Community Development Financial Institution Funds  
U.S. Department of Treasury  
601 Thirteenth Street NW, Suite 200 South  
Washington, D.C. 20005  
Phone (202) 622-8662  
Web: [www.cdfifund.gov/](http://www.cdfifund.gov/)

## V. Implementation Strategies for Policy & Ordinance Adoptions:

Old and new policies/ordinances are designed to protect, preserve and enhance the small-town appearance of the community and its natural visual resources. The existing ordinance will need to be modified to either update or create both policies and ordinances to meet the following implementation strategies:

1. Establish a comprehensive program for possible land acquisition and development of future park and recreation sites as well as expansion of existing sites.
2. The town should encourage the raising of funds for the Community Center and should actively promote exhibitions, performances, conferences, and other uses in the center.
3. Actively support existing and future private non-profit opportunities and other after-school and summer activities.
4. The town needs to show general support for trails and trails access around the area as well as in town.
5. Control "gonzo" mountain bike riders. Rate trails for different activities to keep a safe controlled speed on trails that share with walkers/hikers.
6. Separate mountain bike trails from hiking trails where possible or switch days of use.
7. Protect important watershed lands and water quality, as they are critical for wildlife and people.
8. Insure that all trails and improvements in the foothills or on any sensitive lands are not taking away from the integrity of the land or causing problems such as erosion or high maintenance.
9. Take caution into trail locations so as to help minimize the heightened increase to fire hazards.
10. Continue to develop recreation assets near or in village center.
11. Ensure a clear and simple permit process for activities using town properties.
12. Establish a citizen committee to review possible land for acquisition, evaluate acquisition opportunities, establish priorities, explore financing, and make recommendations to the Town Council.
13. Implement plans to encourage and establish public art in accordance with citizen committee recommendations.
14. Establish a plan for the development and improvement of parks and recreation facilities and services to enhance residents' quality of life.
15. Encourage citizen participation in the park planning process to address fairly the needs of various areas and groups of people.

16. Provide adequate recreation classes and programs to meet the needs of Manila residents.
17. Annually assess the needs and demands for recreation programs, continuing to increase involvement on the County's recreation boards.
18. Require new development to contribute to the TPO plans of the town and look into the offering of benefits to those developers that provide more than the minimal requirements.

#### **VI. Additional planning required:**

In addition to updating the policies and ordinances, the council and approving municipal parties will want to look at these items of concern. Listed below is a list of planning exercises that need to be looked at in order to fulfill the goals and vision for a better town appearance and character:

1. Prepare, adopt and implement a Parks and Recreation Master Plan.
2. Prepare handout and education on both the importance of and value in Trails, Parks, and Open Spaces.
3. Establish a citizen committee to identify locations for public art, evaluate appropriate types of art for each site, explore alternative approaches for commissioning or acquiring art (e.g., competitions), estimate costs, establish priorities, and make recommendations to the Town Council.
4. Communicate any newly identified community needs, proposals for new activities, and the town's openness to accommodating new activities to relevant groups who may provide such activities.
5. Identify facilities that need special maintenance such a tennis court, volleyball court, play structure, baseball diamond, picnic tables, gazebo, restrooms, barbecue pit, mosaic mural, green space, trails, and soccer goal nets. Develop and implement plan for special maintenance tasks.
6. Evaluate current status of each park and or open space available to Manila for needed upgrades. Upgrades should include improved handicap access where needed, bags for dog waste removal, additional shade trees, drinking fountains, and trash receptacles.
7. Prepare cost estimates for proposed upgrades, prioritize upgrades and prepare schedule for implementation. Implement upgrades to parks according to schedule.
8. Concern for critical winter range for elk, moose, antelope and deer needs to be taken into account in any planning of the future TPO plan.
9. Develop multi-use trails on the hillside for hiking, biking, horse riding. These trails must be kept away from visual corridors as much as possible to preserve the ridgeline and hillside beauty.

## CHAPTER 5

# PUBLIC UTILITIES

### General Vision

*The Town of Manila government exists with the attitude that effective municipal management to its public utilities exists only under a proactive mode. To do otherwise only provides for a reaction to stimuli, which requires situation remediation. A proactive administration allows for visions regarding the future of Manila and the Lucerne Valley. Subsequently, these new planning efforts will provide for a proactive consistency for both the town and the valley.*

*Future development necessitates the examination of the infrastructure involved in public utilities. This need undoubtedly will entail the development of planning, which clearly allows for controlled growth throughout the Manila community and this valley. It is imperative the water and sewer infrastructure keep pace in front of that development.*

Photography by: Tim J. Havens



“Protecting Our Resources”

### Overview:

Infrastructure considerations demand the development of water and wastewater master planning which entails numerous elements. These elements are further addressed within the confines of this chapter and include an involved examination of existing and future conditions, environmental review, development and screening of alternatives, an evaluation of alternatives with plan adoption, and implementation.

## I. Existing conditions and key findings:

Currently Manila has developed one of the most efficient water systems in Northern Utah. This infrastructure combined with a wastewater transportation and collection system provides very effectively for the needs of about 1,000 current utility users throughout the community and the adjacent valley areas. The challenge as examined within the confines of this chapter focuses on the future. These public utility systems can be further described as follows:

- A. This water system consists of major wells, approximately 1,000,000 gallons of storage capacity, upgraded transportation lines, a modern meter system, and major refurbishment of distribution lines. This effort has taken several years with a funding cost of approximately \$8,000,000. The system provides a superior quality of culinary water combined with an acceptable quantity allowance and a reasonable monthly user fee. An efficient and responsive service staff provides for the elimination of user issues and infrastructure inadequacies.
- B. The Manila Wastewater system currently consists of about eight miles of sewer main line, which is comprised of 8-inch gravity flow line. The current users are residential and commercial users connected to the system with gravity flow 4-inch lateral lines. The collection and wastewater processing methodology currently consists of a four-lagoon system. Each lagoon covers approximately six acres and allows for the collection of solids and liquid effluent generated from the connected users. The lagoon system then ultimately provides for the processing of the effluent. This wastewater system currently provides for the efficient handling of the user sewer needs.

The existence of a modern and extremely efficient water and wastewater system allows for the knowledge that the current infrastructure is sufficient for the community as well as the Lucerne Valley. It does however provide for a tendency for complacency if planning does not entail the potential for significant development and controlled growth. It becomes imperative for the infrastructure to be considered as a significant element of development planning. Subsequently, it is imperative for this planning effort to include future infrastructure.

## II. Environmental concerns:

An examination of future infrastructure development must include consideration for environmental issues. It is imperative that this water and sewer infrastructure planning consider the existence of all environmental elements. It is not sufficient to merely examine and consider the infrastructure needs of future development without including appropriate environmental concerns.

- A. The appropriate review of the environmental issues, as associated with infrastructure needs of development, is best satisfied with master planning for water and wastewater. Planning elements for the review of infrastructure related environmental issues should include the following:
  1. Collection of all available environmental information. Sources will include local recollection, archived records, all levels of government, and physical examination.
  2. Historical and archaeological site determination, mapping and categorization are essential in the planning for future development of water and sewer infrastructure. To do less would be inexcusable and in some cases criminal.
  3. The infrastructure planning for the future must be consistent with the identification of floodplains and the preservation of wetlands. Floodplains prohibit development in some instances or provide for innovation in planning. Wetlands are protected from all levels of government and require extreme care when considering infrastructure development.

4. Planning for infrastructure during development requires the consideration for the impact on area agriculture. Effective use of infrastructure must be consistent with the Manila General and Master Plans and the established parameters for involving the existence of multiple land use inclusive of agriculture.
5. Environmental issues as related to future infrastructure and area development, must consider the protection of wildlife. This includes fish and particularly the categories which comprise endangered species. Complete information gathering is essential.
6. Infrastructure development absolutely necessitates the focus on the protection of water quality and quantity. This resource is more valuable than gold and is becoming more elusive to discover in necessary quality and quantities. The environmental assessment involved with infrastructure must weigh heavily upon the absence of adverse impact upon culinary water which now exists, and will be developed in the future. It is essential that ordinances be in place to further this effort. That effort is a coordinating focus.

### III. Wastewater considerations in planning:

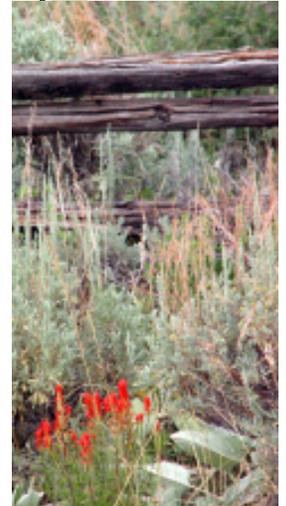
A wastewater consideration in the planning for future and current infrastructure development presents a unique challenge. There needs to be consideration for several elements, which include but are not limited to the following:

- A. The planning effort must first examine the optimum operation of the existing facilities. Wastewater operational capability considerations will determine the extent of subsurface infiltration, quality and longevity of existing main and lateral lines, areas for systematic replacement, and timelines involved.
- B. Regionalization of the Manila sewer system provides for the determination of areas which will receive service due to development. The consideration includes population studies, infrastructure utilization which provides for optimum operation, and the overall long-term effect on the system.
- C. Residential areas within the service confines of the Manila sewer system without sewer are an important aspect of any planning area. Currently, there are residential areas which exist on failing septic systems. Other areas are prohibited from development due to the absence of sewer collection. Subsequently, planning should focus on need as a consideration in infrastructure development.

### IV. Collection and capacity:

The development of land use and the impact on utility infrastructure requires an equal consideration of the capacity and collection of effluent. A coordinated Wastewater Master Plan is in process, which will examine collection and capacity from an engineering perspective. As collection of sewer effluent due to development decreases the capacity life of the existing lagoons, it is imperative to consider alternatives.

- A. As capacity is impacted by effluent collection, the focus on alternatives are essential. The planning must include discussion and determination of methodology for treatment and even the potential for discharge, which provides reserve capacity. Discharge of processed wastewater is becoming very prevalent in many areas of the country and includes the following considerations:
  1. Rehabilitation of unused agriculture land with the discharge of processed wastewater.



2. Partnership with the Forest Service in examining the premise that processed wastewater would be more than suitable for consideration in the development and maintenance of wetlands.
  3. Wastewater that is processed should be ideal for use in the development and maintenance of a golf course project. Such a project accomplishes economic development goals and also addresses the concept of capacity control.
- B. In the process of Public Utility Planning there is an element of evaluation of principal alternatives and subsequent plan adoption.
1. Alternative evaluation entails consideration of numerous elements. These include but are not limited to the following, which may be found in coordinated master planning.
    - i. A strict evaluation of associated monetary cost includes consideration for escalation of costs and factors for energy use requirements.
    - ii. Plan alternative selection, detailed descriptive elements, and implementation processes are identified.
    - iii. Selected alternative justification and design with cost estimates and methodology for funding is determined.
    - iv. Environmental impacts of selected alternatives and plans for remediation is examined.
  2. Implementation considerations in the process of Public Utility planning has the significant requirement to develop contingencies for several elements. These include but are not limited to the following, which are found in the master planning.
    - i. There should be provisions for the development of inter-municipal and affected entity service agreements.
    - ii. Land acquisition must be addressed as a consideration in the planning of utility infrastructure development. The mere laying of service lines frequently require property easements for their use. Future expansion of utilities also entails obtaining of land for that purpose. Land acquisition may include the consideration of established compliance with civil rights.
    - iii. Operation and maintenance (O & M) requirements are a significant part of the continued functionality of a Public Utilities system. Subsequent planning discussion entails an intense examination of the requirements for M & O with allowances for expansion.
    - iv. Related water, wastewater, and land use master planning must address direct and indirect environmental impacts anticipated by development and the infrastructure. There should also be an extensive discussion in a master planning effort for remediation of the anticipated impacts.
  3. Utility infrastructure master planning should include a number of elements in addition to water and wastewater. These include the placement of effective storm drainage, and elimination of surface and subsurface water with effective drainage. There should also be extensive examination of Manila owned power utilities and the general relationship of all utility development with surrounding valley districts and those existing in a user capacity in Wyoming.



## **V. Development and screening of alternatives with master planning:**

Master Planning for existing and future public utility infrastructure include a plan to provide for capacity, stability, and upgrade of new and existing systems. The elements believed essential for inclusion in a public utility master plan are enumerated in the following:

- I. Plans need to examine the multitude of appropriate alternatives with parameters for implementation.
- II. This General Plan will require master planning to examine and document the optimum operation of all existing utility facilities. This examination will need to consider the impact of expanded land use and the need for corresponding upgrades.
- III. The concept of regionalization when involved with master planning of public utilities requires the discussion of existing areas which are without sewer and water infrastructure. It will also address how these underserved areas may be included. This inclusion should be part of the phasing concept.

### **In conclusion:**

The consideration of Public Utility Infrastructure as discussed in this chapter is a complicated part of the planning effort. The need for effective infrastructure in all categories is essential for the long term. It is not possible to discuss the future of this community and valley in any significant sense without planning for infrastructure. In the past, Manila has experienced a time without adequate culinary water and the future was very bleak. It was doubtful there would be much progress or development of more than an occasional summer trailer addition, and the economic development discussion was contained within the parameters of chasing the tourist dollar.

The future of Manila is now one full of enthusiasm. The interest for development is increasing and home building is a frequent occurrence. The direct cause of this change is the water and sewer infrastructure funded and developed by Manila. This infrastructure provides for the ability to consider the future of this community and valley. The current effort for developing a comprehensive General Plan & Master Plans represents a blueprint for the future.

## **I. Implementation Strategies for Policy & Ordinance Adoptions:**

Old and new policies/ordinances are designed to protect, preserve and enhance the small-town appearance of the community and its natural visual resources. The existing ordinance will need to be modified to either update or create both policies and ordinances to meet the following implementation strategies:

1. Define "level of service" and establish minimum "level of service" standards for all municipal utilities, and only allow new development if it will maintain established level of service minimums.
2. Require developers to pay for additional infrastructure required for their developments (roads, utilities) and dedicate the infrastructure to the public, if appropriate.
3. Prepare a town-wide storm water drainage plan that includes criteria for managing storm water during the development process and criteria for acceptable levels of storm water runoff.
4. Require developers to submit a site specific storm water drainage plan to accommodate runoff on the property proposed for development in accordance with town-wide drainage plan described above. Storm water must be directed into channels sufficiently sized to carry water without affecting adjacent properties.

5. Encourage new development to be compatible with low water use. Finalize the Town of Manila Water Conservation and Management Plan and update the plan on a regular basis.
6. Investigate requiring all developers to file a comprehensive Water Conservation Plan (WCP) that includes water usage per unit including household and irrigation.
7. Investigate alternative irrigation practices and methods that promote water conservation on town owned properties.
8. Ensure that landscaping at Town Hall, Town Parks and other municipal properties is appropriate for the use and contains as much native or drought tolerant plant material as possible considering the primary use of the property.
9. Encourage an appropriate mix of xeri-scape and irrigated vegetation in landscaping to maintain both natural habitats and the agricultural heritage.
10. Take measures to ensure ground water source protection.
11. On a map, define town watersheds within and around our community.
12. Require backflow devices on water systems where cross connection problems exist.
15. Establish engineering requirements to reduce or eliminate storm water runoff from impervious surfaces.
16. Upgrade deteriorated and inadequate sewer lines.
17. Maintain sewer lagoons and facilities in accordance with applicable State Laws.
18. Explore new technologies for efficient and environmentally friendly waste treatment.
19. Work to have all properties utilizing town sewer system within the Lucerne Valley.
20. Identify alternative approaches (public and private) for recycling of specified materials.



*Photography by: Tim J. Havens*

## II. Additional planning required:

In addition to updating the policies and ordinances, the council and approving municipal parties will want to look at these items of concern. Listed below is a list of planning exercises that need to be looked at in order to fulfill the goals and vision for a better town appearance and character:

1. Work with a consultant and/or Jordan Valley Water Conservancy District to develop standards on plant material standards and minimum/maximum water usages for developments in common areas.
2. Provide education to residents to promote water conservation guidelines. Provide a handout on desert water conservation particular to our desert zone.
3. Develop plan, including costs, for construction of trash receptacles in residential areas and future standards for new developments and residents moving in.



*Photography by: Tim J. Havens*