



Manila Town 2022 General Plan

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Executive Summary

LAND USE	TRANSPORTATION
<ul style="list-style-type: none"> The population of Manila started to slowly decline a decade ago but has been rebounding in recent years. There is a strong desire from the residents to preserve their rural heritage and small-town feel. 	<ul style="list-style-type: none"> An important part of the transportation element of the Town is the ability to provide for the needs of the citizens that includes biking and walking options throughout the community. Town residents have a strong interest in improving the unpaved roads.
ECONOMY	INFRASTRUCTURE + PUBLIC FACILITIES
<ul style="list-style-type: none"> The community has parcels and corridors that are currently not meeting their highest and best use, allowing for sales tax market leakage. Parcels in downtown and the commercial corridors are available for infill development. External forces are driving the major economic drivers within the region (tourism). The plan must adequately plan for areas that can allow for all types of development. 	<ul style="list-style-type: none"> As more development occurs within close proximity to already established areas in the Town, operating efficiencies are expected to improve. Infrastructure construction costs will constrain development outside of Town limits. As a first priority the Town will make infrastructure and service investment decisions that meet the needs of existing Town residents.
HOUSING	COMMUNITY DESIGN
<ul style="list-style-type: none"> Housing will continue to be a major factor in economic development as well as quality of life. As new businesses consider relocating or opening in Manila, having affordable housing options for employees will be a part of that decision. 	<ul style="list-style-type: none"> Manila’s brand identity is a small residential town that supports tourism and small-town pride. The Town’s land use ordinances should be reviewed to make sure that standards for parking and landscaping are clearly stated and enforced.
OPEN SPACE + RECREATION	RISK + RESILIENCE
<ul style="list-style-type: none"> Town recreation amenities are limited and in need of maintenance. Residents desire to maintain and improve these assets. 	<ul style="list-style-type: none"> At the time of the general plan update, FEMA was developing new modeling and mapping for floodplains.

- Integrating easy convenient access to local recreational amenities (i.e. parks) will improve the quality of life for town residents.

The Town should anticipate that this work will result in the need to develop an ongoing, proactive strategy to mitigate the risks identified by it.



Chapter 1:

Community Context + Vision

Historic Background

The Town of Manila was settled in 1898, the same year Admiral Dewey captured Manila, Philippines. 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 named in this general plan), is made up of the Town of Manila and the Town of Washam, located on the Wyoming side of the valley. The Town of Manila remains a link to future growth and development within the Lucerne Valley. Because of the potential for growth, Manila's strong history and heritage should be protected as much as possible. 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. Barrels were mounted on drags to haul domestic water from the central tank.

The Town suffered growing pains when the Flaming Gorge dam was constructed in 1964. Trailer parks were opened to house the workers associated with the Flaming Gorge project. Spurred by recreational development, Manila's growth continued. With recreational resorts starting up in the county, Manila had two gasoline stations to serve the traveling public. This brought in more trailer parks and a movie theater called "The Flame". Stores and cafes sprang up, and the Manila ward of the Church of Jesus Christ of Latter-day Saints built a new chapel. In 1963, Manila became an incorporated town. Town leaders saw the need to construct a new water and sewer system to accommodate the town's growth. In 1965, the town organized a volunteer fire department.

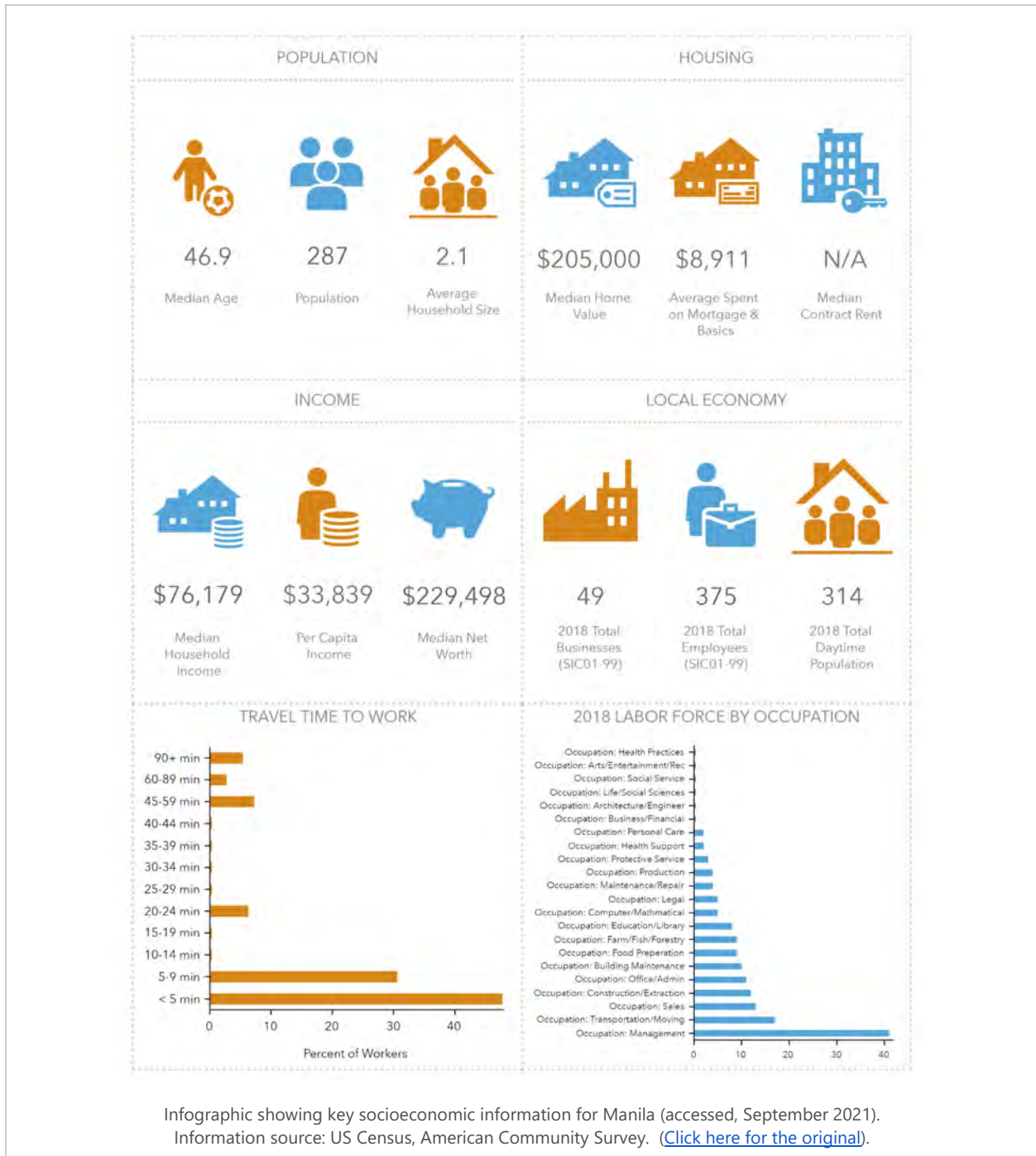
These increases, as well as a number of new businesses, strengthened the growing tax base, allowing the Town and County to start providing improvements for its citizens. In 1978, the Town dedicated the new county courthouse, while moving and saving the existing courthouse to a new location just a few blocks away.

Today, many of the buildings of these businesses remain and so do some of the trailer parks. The Town of Manila should decide which portions are important to its history that it would like to save, and then take adequate steps to protect those irreplaceable resources.



Image of the Old Daggett County Courthouse in Manila (courtesy of DCCE).

Socioeconomic Drivers



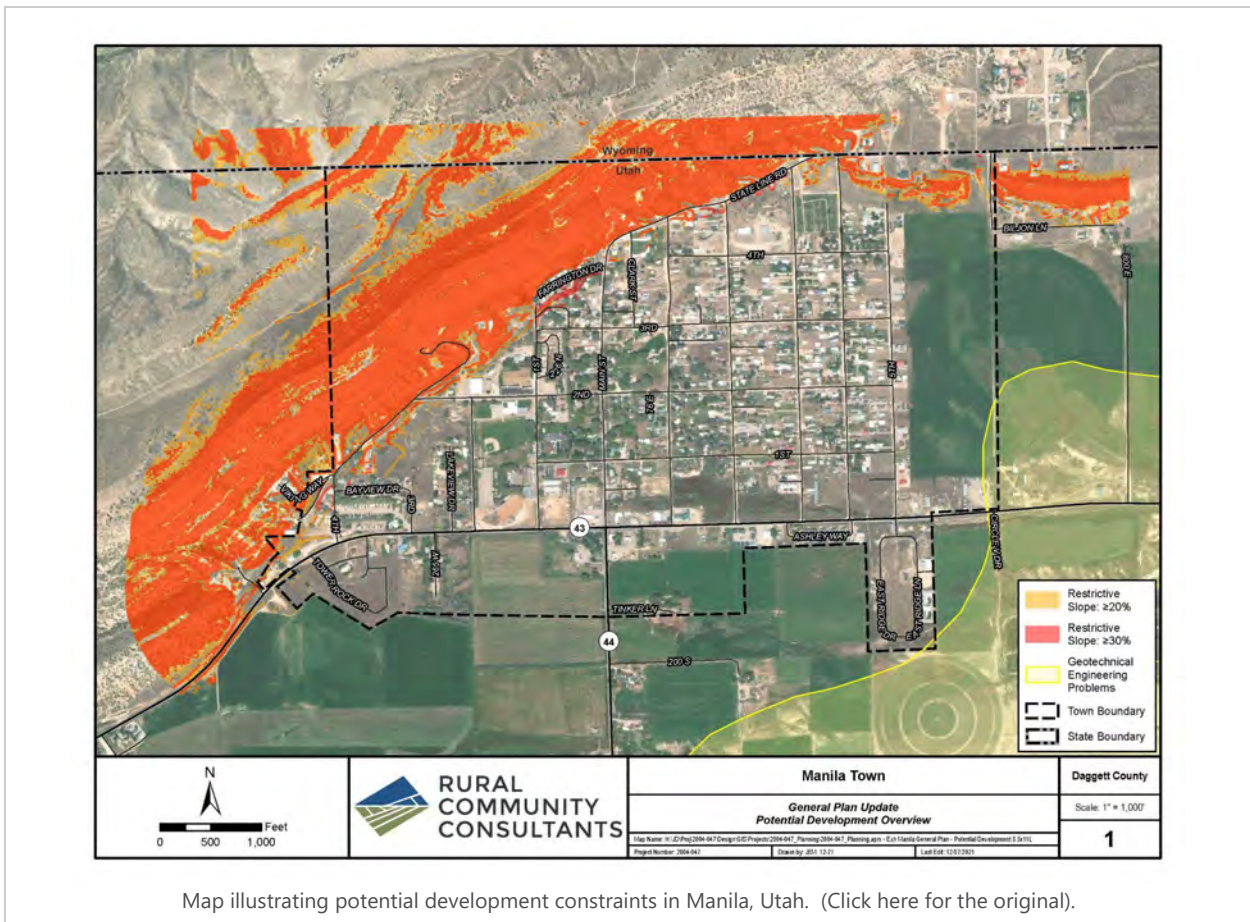
Anticipated Changes

- Manila’s population increases and decreases in cycles and currently appears to be trending upwards after a drastic decrease that occurred around 2012. The current population is roughly 308 residents according to the 2020 DEC redistricting data.

- The majority of economic activity in the community is centered around tourism, farming and institutional work. As the Flaming Gorge area becomes more popular, additional services such as food, gasoline, and overnight accommodations may increase as a result.
- It is anticipated that most of the development within Manila will continue to be single family residential use.

Land Capacity Analysis

The health, safety, and welfare of citizens is the first priority of the Town. Special consideration should be given to the environment and infrastructure that are readily available within the Town, specifically areas with problematic slopes, soils, or drainage. All proposed uses should be properly vetted by the Town Engineer, Planning and Zoning Commission, and Town Council to ensure that the developments meet the future land use and density regulations.



Mission Statement

This 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.

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.

"Manila has a unique rural character that is important to residents and visitors alike. The mission of Manila's General Plan is to clarify the Town's priorities and goals for the next 10-20 years to help maintain that character, while still welcoming the growth necessary to give the community economic strength and resilience. Specifically, the plan clarifies and adds details around the following priorities:

- Manila should maintain a large agriculture presence, but make informed decisions when addressing land-use decisions that promote increased business and residential use.*
- The Town should improve and maintain the Town's appearance and infrastructure to ensure quality of life for residents, visitors, and businesses.*
- Manila should promote growth but should maintain a relatively small population size to preserve the unique village feeling.*
- The Town should also welcome and optimize for reasonable, well-planned business growth and development, especially with regard to tourism, one of Manila's most compelling resources"*



Chapter 2:

Land Use

The Land Use Element provides for a balanced mix and type of land uses which will serve the needs of existing and future residents. It will assist in the generation of sufficient revenues to support essential Town services, respect the Town's natural environmental resources, and complement the unique character of Manila.

Land Use Intent

It was decided in the 2006 Manila General Plan that the Town of Manila needs a unique and individual identity. 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 characteristics:

- A town site, mostly residential in character, which is generally defined by a central grid system with clustering developments surrounding the outer limits.
- A town center that is 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, and recreation facilities, which provide 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 center of town, 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 town and safety of the youth.

Land Use Designations

The land use designations in the general plan are intended to bring consistency, predictability, and a cohesive vision for the future of Manila's land-use decision making process. The Land Use Element is organized to:

1. Plan enough land for residential, commercial, industrial, and public uses;
2. Locate these uses appropriately to enhance community character;
3. Preserve important natural resources; and
4. Enable Manila to efficiently ensure adequate public services are provided for residents.

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.

Rural Residential

The rural residential classification is for residential uses in areas where a rural atmosphere, open space preservation, and agricultural uses are encouraged. Housing density is recommended to be one unit per acre minimum.

Low Density Residential

Residential neighborhood development that is composed of detached single-family homes, duplexes and supporting community uses such as churches, schools, and parks.

Medium Density Residential

Residential neighborhood development composed of detached single-family homes and duplexes with supporting community uses such as churches, schools, and parks. Neighborhood open space amenities are encouraged at this density level.

Commercial

The commercial classification includes general shopping facilities to satisfy the shopping needs of the community and particular neighborhoods. The intensity of the commercial zone applied will depend on the nature and location of surrounding areas, the ability to buffer surrounding uses, and the availability of necessary infrastructure. Regulations of this district should be designed to provide a suitable environment for those commercial uses which are vital to economic life in Manila.

Institutional

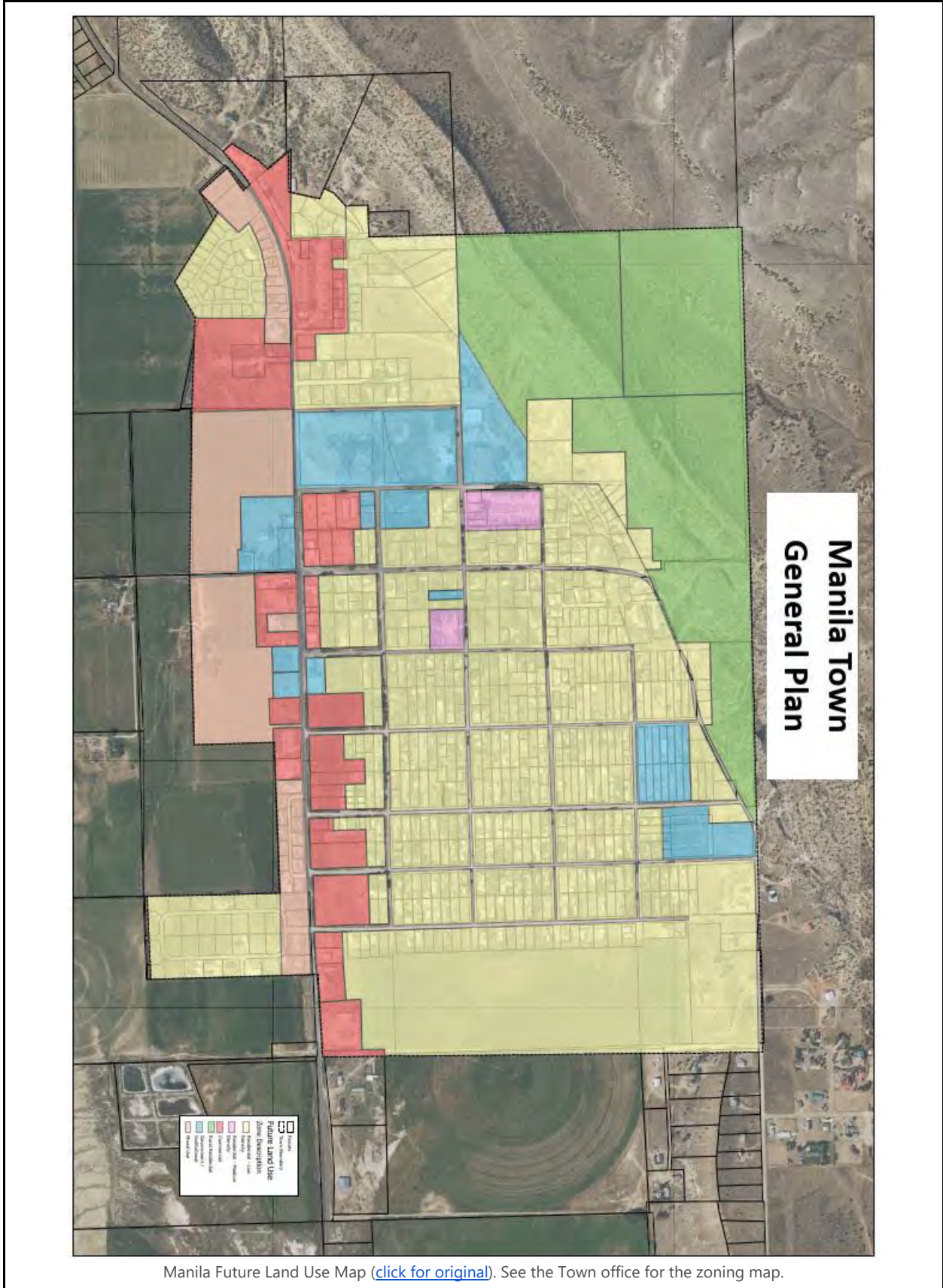
Parcels of property that are dedicated to municipal services and associated uses, or other similar public facilities. Structures normally associated with these uses and supporting recreational facilities should be permitted.

Mixed Use

The Mixed-Use designation is intended to provide for a multitude of various land uses such as commercial, office/business park and/or residential. Approvals in this designation are subject to the sole discretion of the Town Council. Density and intensity of mixed-use developments that include both commercial and residential uses to a maximum density of 7 dwelling units per acre.

Future Land Use Map

The general plan's Future Land Use Map illustrates the community's preferences for the future distribution of the land uses within the Town. **This map is not the Manila Zoning map.** The land use designation for a property, as shown on the Land Use Map, is to be the primary consideration in determining whether the zoning of that property is in compliance with the general plan.



Anticipated Changes

- Manila has seen new development within recent years. These projects have been primarily single-family homes.
- As more residential development occurs, the demand for services is also likely to increase leading to additional opportunities for commercial growth.
- As new growth occurs the Town Council will need to review and update their land use ordinance and code enforcement practices in order to protect the quality-of-life Manila residents have come to expect.

Annexation

Annexation is the process through which properties outside the Town's boundaries are incorporated as part of the Town. This process includes an application by property owners to the town and a public hearing process where stakeholders can discuss the issue. Petitions for property to be annexed into the town are initiated by property owners and are often started with the intent of receiving services.

Surrounding areas severely limit the ability of Manila to expand the borders. Wyoming is to the north and public lands making up much of the land in Daggett County. The U.S. Forest Service owns 57 percent of that land and the Bureau of Land Management controls 25 percent of Daggett County. Thus, average growth likely will not occur through annexation. Historically, growth has occurred in the east and southern parts of Manila. It is anticipated that future annexation will occur in a similar direction.

If annexation is to occur, the following criteria needs to be met in for the Town to consider approval:

- Meet the criteria outlined in [Utah State Code 10-2-4](#).
- Future annexed land must be located within the Manila Town future land use map and should avoid the creation of an island or peninsula.
- The development and annexed portions should match the character of the community related to residential, commercial, and agricultural areas.
- Manila favors annexation that, when needed, provides the necessary water shares and the ability to connect infrastructure to meet the requirements of the Town for development.

Goals + Policies: Land Use

Goal 2.1 Create a desirable small rural town identity and ensure quality development for the Town and surrounding areas by:

- 2. Planning for neighborhood accessibility.*
- 3. Incorporate appropriate themes in new developments.*
- 4. Blend resort growth with rural town goals.*
- 5. Support high standards for community improvements.*
- 6. Promote voluntary property maintenance activities through a “community pride” program.*
- 7. Enforce local ordinances and development standards.*
- 8. Express preference for neighborhoods with a mix of housing types and sizes.*
- 9. Include the pathway system as an integral part of all land use development.*
- 10. Encourage developer contributions to public amenities.*
- 11. Encourage new or expanded local businesses to serve more of residents’ shopping needs.*

Implementation Action Steps: Land Use

- **Short Term Opportunities (1-5 years)**
 - a. Review existing zoning ordinance and zoning map. Update these documents where necessary to match the goals of this General Plan.
 - b. Increase citizen involvement in the Town’s decision-making processes by including both appointed and non-appointed resident-volunteers on committees.
 - c. Apply for a planning grant from the Utah Permanent Community Impact Board (CIB) with the intent of conducting a comprehensive update to the land use codes.
- **Long Term Opportunities (+5 years)**
 - a. Continue to provide on-going training for staff, planning commissioners, and Town Council members to ensure an ever-increasing level of understanding of the factors involved in land development, to use in implementing quality development standards for the community.



Chapter 3:

Community Design

Community beautification focuses on the visual appearance of Manila (residential and municipal uses) as well as preserving historic assets. Community design is shaped by other facets of planning (such as transportation, housing, and recreation). It is through this unique form-meets-function process that Manila can create, market, and retain its unique character and appearance.

Community Survey + Beautification

The residents and visitors to the Town of Manila value the diverse character and unique quality of life available to them. As Manila moves forward in its quest to improve the quality of life to residents and visitors, the Town should focus on maintaining the small rural town appearance and character of the community.

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 town.

Street Design + Edges

Streets act as edges and can help define boundaries of districts and create visual changes. Those visiting Manila will feel a sense of community and want to come back if they feel safe and welcomed. Businesses will locate somewhere they feel the area will attract visitors.

Roadways in Manila's core area should be designed in a way that complements a "small town main street" and a sense of destination, specifically incorporating adequate transportation and safe route designations. To accomplish this, Manila should be supportive of developments that prioritize active transportation improvements such as pedestrian and biking opportunities.

In the core area, Manila can create visual interest with building materials, and can enhance visual diversity with setbacks, massing, and architectural detail variations. Overall, new development should follow the existing Town concept. Streetscapes are where the residents interact with the community, therefore, it is important that these areas be designed and maintained appropriately.

Nuisances

The term "nuisances" refers to conduct or use of land that interferes with another's ability to enjoy and use their property. Nuisances can have a negative impact on area property values. Well-planned community design improves both the visual and functional characteristics of the Town. It can make the town more aesthetically pleasing while enhancing the flow of goods and people. Typical property nuisances in Manila include, but are not limited to light pollution, non-conforming land uses, and inappropriate use of ROW areas.

Goals + Policies: Community Design

Goal 3.1. Identify the cultural and visual qualities and attributes that contribute to the unique character of Manila Town and endeavor to retain and enhance these qualities.

Goal 3.2. Encourage both new and existing neighborhoods to create a unifying identity through street lighting, signage, and plantings.

Goal 3.3. Refine and actively promote Manila's brand identity as a residential town that supports tourism.

Goal 3.4. Manage growth within the limitations of the naturally restrictive environment of Lucerne Valley, preserving the unique village atmosphere.

Implementation Action Steps: Community Design

- **Short Term Opportunities (1-5 years)**
 - a. The Town's land use ordinances should be reviewed to ensure that standards for parking and landscaping are clearly stated and enforced.
- **Long Term Opportunities (+5 years)**
 - a. Develop policies that provide incentives and encouragement to property owners to preserve historic/unique architecture, vegetation, and spaces within the community. Preservation should be accomplished through a program of incentives rather than rigid requirements or restrictions.
 - b. Conduct a university design competition for ideas on the development of a welcoming, site-specific gateway.



Chapter 4:

Economic Development

The trade-offs of providing the physical locations and competitive financial environment necessary to attract various types of economic development to the area are important to consider. The intent of the local economy element of the general plan is to explore community priorities, but not necessarily outline a tactical economic development plan.

Current Conditions

The economy of Manila has shifted from relying on agriculture and ranching, to one based primarily on recreation-based tourism. At the same time, there is a slight trend of migration from urban areas to Manila. Manila should 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.



Employment by Occupations. (source American Community Survey (Census))

Tourism

Manila's economy is based primarily upon recreation and tourism but continues to include agriculture. Manila is poised to become a significant tourist destination within the state of Utah. The community should continue to pursue various grants available with Daggett County, the state of Utah, and private sources.

Areas of Potential

- Manila Town continues to become a potential hotspot for tourism. With new growth happening because of increased tourism, a review of current zoning should occur to identify areas where economic development can thrive.
- Transportation improvements will likely be a factor in the economy.

Goals + Policies: Economic Development

Goal 4.1. *Expand employment opportunities within the Town through effective planning and zoning that supports economic development activities.*

Goal 4.2. *Provide planning and zoning protections for business investments (i.e. preventing residential encroachment on business and manufacturing properties).*

Goal 4.3. *Support and expand the recreation and tourism base and provide the highest quality visitor experience through proper planning, zoning, and design.*

Goal 4.4. *Recognize economic opportunity areas identified by the County and prioritize them for long-term development.*

Implementation Action Steps: Economic Development

- **Short Term Opportunities (1-5 years)**
 - a. Work with the County and state agencies to recruit and retain quality businesses that would provide higher wages and benefits to employees.
 - b. Periodically survey commercial users and operators to identify needs and market-based demands that could be supported by Town policy to attract new business while also supporting the Town's existing commercial ventures.
 - c. Apply for EDA's Public Works and Economic Adjustment Assistance (EAA) programs to implement projects in opportunity zones.
 - d. Support the development of comprehensive marketing information to increase recreation and tourism.
 - e. Explore streetscape and storefront beautification/enhancement programs (i.e. Main Street America).
- **Long Term Opportunities (+5 years)**
 - a. Develop and maintain an economic development strategic plan.
 - b. Conduct marketing research and prepare essential information regarding Manila and Daggett County.



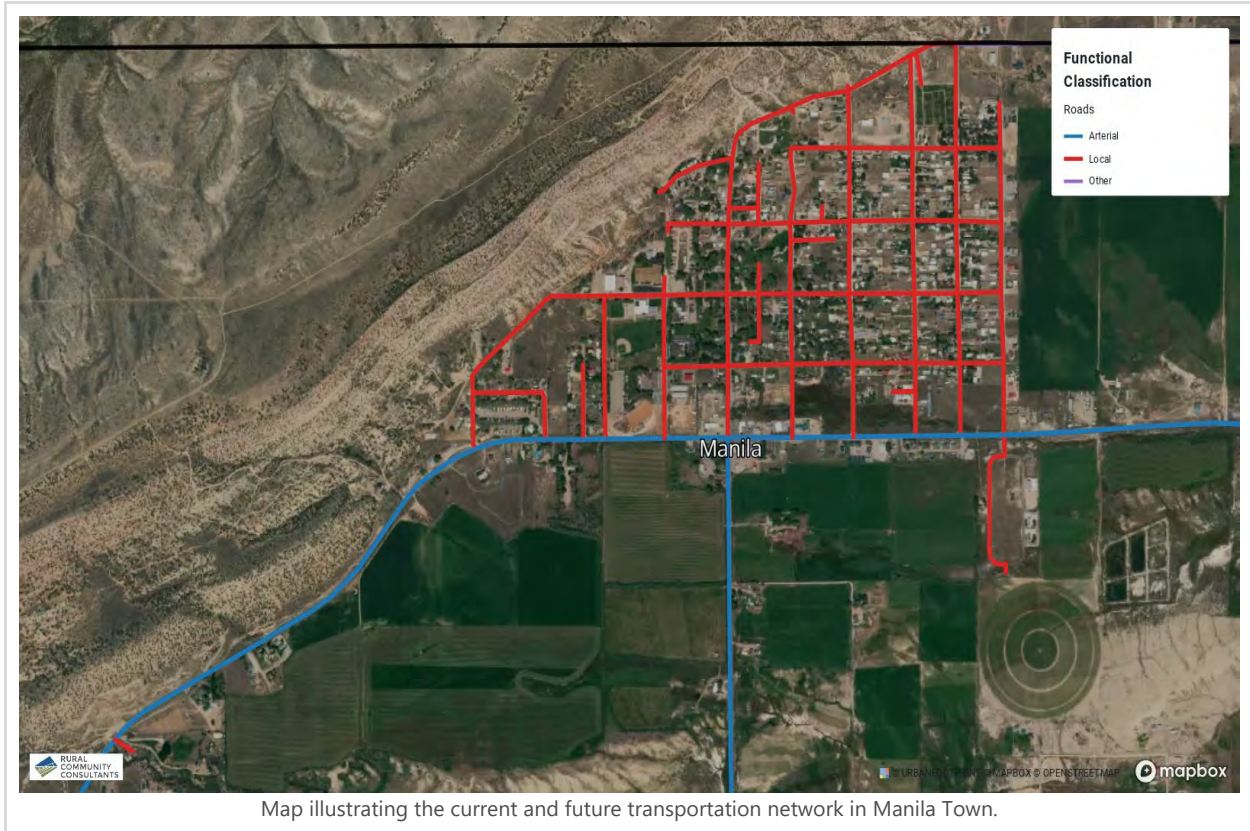
Chapter 5:

Transportation

The intent of the transportation chapter of the general plan is to address all modes of transportation using the public rights-of-way in the town and surrounding vicinity. This includes motor vehicles, pedestrians, and bicyclists. Transportation issues are closely connected to other elements of the general plan because land near transportation corridors typically have a higher development potential than those that will need access investments.

Existing Conditions + Future Transportation Map

The main routes into Manila are SR-43 and SR-44 making up the east-west portions of the Town's designated Main Street. According to studies conducted by UDOT, this stretch of road sees roughly 1,600 daily traffic counts with the majority (61%) being cars. The north south section of Main Street has an average daily traffic count of roughly 540 vehicles.



Impact Fees + Traffic Impact Studies

Manila currently does not have a street impact fee for transportation improvements. The impact fees assist in building the necessary roadway improvements to handle the increased growth and mitigate congestion that is currently being realized on the roadways in the Town. Proposed roads on the future roadways map and maintenance of existing roads can be funded by these fees.

Manila should consider completing a fee study for any new developments or larger developments. Then, the Town should consider requiring an impact fee for those developments. For larger developments, a Traffic Impact Study should be utilized. A TIS is a specialized study of the impacts that a certain type and size of development will have on the surrounding transportation system. It is specifically concerned with the generation, distribution, and assignment of traffic to and from a new development. Since residential and private roads are not part of the Future Roadway map, TIS reports allow the Town flexibility when deciding these smaller road locations.

Roadway Design + Access Management

A safe transportation system is one of the top priorities of Manila. New roads should be designed to give proper access to emergency vehicles and should be well maintained. Roadways and walkways should also be designed in a way that all people can equally access.

A critical factor to the safety and function of the transportation system is access management. Access management is the practice of coordinating the location, number, spacing and design of access points to minimize site access conflicts and maximize the traffic capacity of a roadway. Techniques include signal spacing, street spacing, access spacing, utilizing swales, and interchange to crossroad access spacing.

Since the main road through the Town is a state highway the Town cannot control access on it, but on local collectors the Town can focus on more access to slow down traffic and minimize cut through traffic as the state highway becomes more congested.

Future commercial and high-density residential development along Main Street should anticipate access management requirements from UDOT.

Active Transportation Facilities

An important part of the transportation element of the Town is the ability to provide for the needs of the citizens that includes biking and walking options throughout the community. The ability of Manila to become a walkable and bikeable community has multiple benefits to the community including less pollution, traffic, and the many health benefits to the citizens. The ability to navigate safely throughout the town on trails or bike lanes is also a benefit to those who, because of financial or health reasons, can't access a vehicle.

While there are currently no formal trails throughout Manila, as subdivisions develop, the need to include sidewalks or trails is a priority to the community. Future trails should include provisions to accommodate walkers as well as those who are on bikes and other forms of transportation where appropriate.

Goals + Policies: Transportation

Goal 5.1. Provide and maintain a transportation system that promotes the orderly and safe transport of people, goods and services while preserving the residential character of the Town.

Goal 5.2. Adopt a transportation project priority list to ensure early acquisition of rights-of-way. Use the priority list in coordinating with elected officials and County, State or Federal agencies.

Implementation Action Steps: Transportation

- **Short Term Opportunities (1-5 years)**
 - a. Enact a policy to require all new development to follow the transportation element of the general plan while allowing some flexibility in the final design.
- **Long Term Opportunities (+5 years)**
 - a. Make regular updates and steady investments in the recommended capital improvement project list.



Chapter 6:

Housing

High-quality and affordable housing is the foundation of quality of life for every community. The condition of neighborhoods has a direct and indirect link to all aspects of the community, especially economic development. This chapter is meant to serve as a guide for the elements of the housing market that community leaders can influence in their area.

Existing Conditions

Quality housing at an affordable cost is the foundation of a strong and vibrant community. The condition and character of houses and public spaces reflect and contribute to local identity, pride in community, and the long-term viability of the Town as a whole. The availability of good and affordable housing for people of various family styles, ages, family sizes, professions, health, and incomes, contributes to the vibrancy and economic success of Manila.

Assessing a community's housing stock in a general plan ensures that future housing needs are addressed before the issues of supply, cost, and quality become problematic. Manila is a town of quality housing. Members of the community share the goals of high quality and accessible housing. This can be achieved by allowing diverse housing styles that blend aesthetically with neighboring structures and land uses. Focusing on affordable housing is an important step, a holistic approach should be considered viewing multiple factors that lead to more affordable housing.

Currently allowed within town limits are multi-family, single family, manufactured and accessory dwellings units. The placement of the various dwelling units depends on what zone the property is located. The preferred dwelling unit is housing with a permanent foundation to maintain the quality community character residents and visitors come to expect in Manila.



Moderate Income Housing

Using the new state model for moderate income housing, Manila completed their moderate-income housing assessment in 2021 as part of this general plan. The following is a summary of its findings.

- The housing profile of Manila total occupied housing units in 2017 was roughly 100% in owner-occupied units, and 0% in rental housing units.
- The population in rental occupied units is expected to remain the same by the year 2025. During that same time the number of owner-occupied units is also expected to remain the same.
- Median housing costs for owner-occupied housing are currently estimated to be \$895 with a mortgage and \$441 without.
- The median household income for town residents is estimated to be at \$34,375. Those in owner-occupied units are reporting \$41,250.
- Utah Statute requires cities to evaluate their housing opportunities for those earning 80% of the “area median income”. Daggett County’s household AMI is approximately \$72,891 for households that are between 2-3 people (average household size in Manila), and 80% of this amount is roughly \$58,312. Under the assumption that appropriate housing costs should not exceed 30% of a household budget, then the town should look for ways to support housing development that is as, or more affordable than what is in the market currently.
- Future projections predict by the year 2025 of those making below the average area median income the percentages that will be cost burdened meaning they will spend more than 30% of their monthly income on housing costs:
 - 29% of renters making 80% of the County AMI,
 - 46% making 50% of the County AMI
 - 77% making 30% of the County AMI.

Future Demand

- The Town will need to look at adding additional standards for or allowing Accessory Dwelling Units (ADU’s) to help meet rental needs within the community.
- Manila is already starting to see more mobile homes throughout the community for short-term housing during the tourism popular months. An update to the town ordinances can help mitigate the location and duration of mobile homes throughout the community.

Goals + Policies: Housing

Goal 5.1. Preserve and strengthen existing neighborhoods while allowing the formation of new neighborhood centers.

Goal 5.2. Facilitate a reasonable opportunity for a variety of housing, including moderate income housing to meet the needs of people desiring to live, benefit from, and fully participate in all aspects of neighborhood and community life.

Goal 5.3. Continue to enforce existing building codes and zoning ordinances to protect residential investments.

Goal 5.4. Identify potential areas of blight that may affect the community and establish goals and standards for improvement of these areas or structures.

Implementation Action Steps: Housing

- **Short Term Opportunities (1-5 years)**
 - a. Update zoning and other Town ordinances to protect residential areas from inappropriate detrimental, non-residential encroachment.
 - b. Study the feasibility of providing opportunities for accessory dwellings in residential zones by applying development standards that address architectural design, parking, and separate entrances for accessory dwellings.
 - c. Provide information for property owners regarding housing rehabilitation methods and safety inspections.
 - d. Explore the Community Facilities Grant program from the Rural Community Assistance Corporation (RCAC). Funds can be used to aid in the development of assisted living, transitional housing, etc.
 - e. Develop a grant strategy for USDA Rural Development's "Rural Community Development Initiative" (RCDI) with the goal of helping non-profit housing and community development organizations with their housing projects.
 - f. The Town can promote programs such as first-time-buyer programs available through local lending institutions, repair and rehabilitation programs administered by other government agencies, and the use of on-line HUD resources.
- **Long Term Opportunities (+5 years)**
 - a. Continue monitoring streets and public infrastructure needs. Prepare long-term plans and budgets necessary to provide and ensure adequate levels of service.



Chapter 7:

Open Space + Recreation

The parks and recreation element of a general plan represents an important step in the Town's efforts to enhance the public's ability to enjoy the natural beauty and extensive recreational opportunities in the area.

Existing Conditions

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 citizens 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 of the citizens of Manila.

Manila desires to maintain and cultivate recreational opportunities that serve the interests of residents and visitors. These recreation opportunities are important drivers of the local and regional economy, and greatly enhance the quality of life for residents.

The National Recreation and Park Association (NRPA) has developed standards for parks, recreation, and open space development that are intended to guide communities in establishing a hierarchy of park areas. The general standard established by the NRPA for park acreage per 1,000 people is between 15 and 17 acres, or 1.5 to 1.7 acres for every 100 people. Future park planning should involve an analysis of total acres as well as activity amenities (i.e. pickleball, playgrounds, etc.). Currently, Manila has approximately 1.3 acres of park space as well as the County rodeo grounds.

Potential Improvements

Ensuring that the community develops and retains the recreational assets that will draw users to the site is of vital importance. To improve the amenities that are available, it is recommended to provide the following elements:

1. Interconnected recreational opportunities - specifically trail linkages.
2. Local neighborhood park renovations.
3. Develop a Town-wide parks and recreation plan and incorporate the priority projects into the town's capital budgeting process. This plan should also include an inventory of property that is currently owned by the Town.

Trails

Hiking could be an 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 provide excellent views and a getaway that is only a few minutes from one's 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.

The Division of Utah Parks and Recreation has a funding program 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.

Agricultural Protection Areas

State statute requires that general plans “identify and consider each agriculture protection area” Utah Code §10-9a-403(2)(c). Statute also requires the plan to recognize industrial and/or critical infrastructure materials protection areas. These protection areas are a section of land that has a protected, vested use of an agriculture, mining, or industrial nature for a period of 20 years. During the 20-year period, the land and use is protected from rezoning, eminent domain, nuisance claims, and state development.

Goals + Policies: Open Space/Recreation

Goal 7.1. As resources become available, build additional recreational resources. These should include a community recreation center, active and passive parks, area-wide trails and trailheads, and appropriate nature parks.

Goal 7.2. Support the implementation and maintenance of the Daggett County Trails Master Plan.

Goal 7.3. Create a more pedestrian-friendly community that promotes an active lifestyle.

Goal 7.4. Create a strong link between the Town and managers of the surrounding tourist amenities and continue to promote this connection to both residents and visitors.

Implementation Action Steps: Open Space/Recreation

- **Short Term Opportunities (1-5 years)**
 - a. Make deliberate efforts to acquire necessary funds to expand, develop, or upgrade park and recreational facilities.
 - b. Conduct a study to identify free or low-cost land for recreational opportunities. Consider all aspects of acquiring open space including donations, conservation easements, property trades, existing rights-of-way, and opportunities within new developments.
 - c. Seek federal, state, and local grant opportunities that can help implement the current trails master plan.

- **Long Term Opportunities (+5 years)**
 - a. Create a policy for neighborhood parks, including operations and maintenance, and work with new development to implement these policies.
 - b. Protect, conserve, and enhance the natural beauty of the community, and improve the recreational facilities and opportunities for residents and visitors to enjoy.



Chapter 8:

Infrastructure + Public Facilities

This element of the general plan addresses issues related to public buildings, facilities, and services that are necessary to the vitality of the community. It includes schools, libraries, civic buildings, fire stations, social service centers, distribution systems for culinary water, wastewater and storm drainage systems, and the cemetery.

Infrastructure Overview

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.

Manila recognizes the need to provide capital facilities within the town to protect the health, safety, and property of the town and its citizens by maintaining the level of service for future generations which the Town's residents, industries, and businesses have enjoyed.

The purpose of the public facilities chapter is to explain the various public facilities and services within the Town, such as water, sewage, electrical and natural gas services. These services represent the public's investment in the development and operation of Manila. The public facilities chapter should be reviewed periodically and updated as necessary to meet the evolving needs of the Town.

Culinary Water

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.

Sewer Water

The Town completed the Manila Town Wastewater Facility Plan in 2007. The purpose of the study was to describe the existing system, analyze alternatives and propose a course of action from an engineer's perspective.

The Manila wastewater system currently consists of about eight miles of sewer main line, which consists of an 8-inch gravity flow line. Residential and commercial users connect 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 by 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.



Goals + Policies: Infrastructure

Goal 8.1. Provide adequate systems to handle culinary water, wastewater and stormwater that promote safe and appropriate support for the activities and needs of the community.

Goal 8.2. As a priority, the Town will make infrastructure and service investment decisions that meet the needs of existing Town residents. The Town will also plan for appropriate expansion of public facilities and service needs ahead of actual growth demands. Require all new developments to pay for their proportionate share of expansion.

Goal 8.3. Develop and maintain a capital improvements program that includes a schedule to conduct updates to infrastructure master plans that will help the Town adjust their investment priorities.

Implementation Action Steps: Infrastructure

- **Short Term Opportunities (1-5 years)**
 - a. Review and determine appropriate levels-of-service for all public services and set goals to achieve those levels throughout the Town.

- b. Partner with the USDA's Natural Resources Conservation Service to plan and implement watershed projects with the PL-566 Watershed grant/loan program.
 - c. Explore a policy to incorporate Low Impact Development (LID) techniques to control on-site runoff, return stormwater to the aquifer, and improve water quality.
 - d. Identify groundwater recharge areas, springs, and well sites to work with the appropriate private or public interests to manage these areas for adequate protection.
 - e. Study drainage patterns within the Town and annexation policy areas to accurately identify the 100-year flood plains based on the current levels of development. Work with FEMA to update the appropriate plans where changes are warranted.
- **Long Term Opportunities (+5 years)**
 - a. Continue to monitor and evaluate technology applications within the community to provide better telecommunications opportunities for residents as well as businesses.



Chapter 9:

Risk + Resilience

The “community resiliency” element of the general plan is a discussion about the ways that the city is working to adapt well in the face of adversity and about their capability to bounce-back from major events. Though the Town can’t accurately know all the risks it might face in the future, there are meaningful and intentional actions that can be taken before events occur. These include event forecasting, mitigation planning, system integration, target hardening, and maintaining effective communication between entities. Much of this plan will focus on anticipated hazards.

Community Risk Analysis

To prioritize actions taken before, during, or after a disaster to permanently eliminate or reduce the long-term risk to human life and property from natural and technological hazards, FEMA recommends that communities engage in Pre-Disaster Mitigation (PDM) planning.

Manila participated in the PDM that was developed by the Uintah Basin AOG in 2004. This plan revealed that Manila does not participate in the National Flood Insurance Program because no major rivers flow through or threaten the Town directly. However, flooding could be experienced from the Sheep Creek Canal if overtopped or if failure were to occur.

Public Safety Capabilities

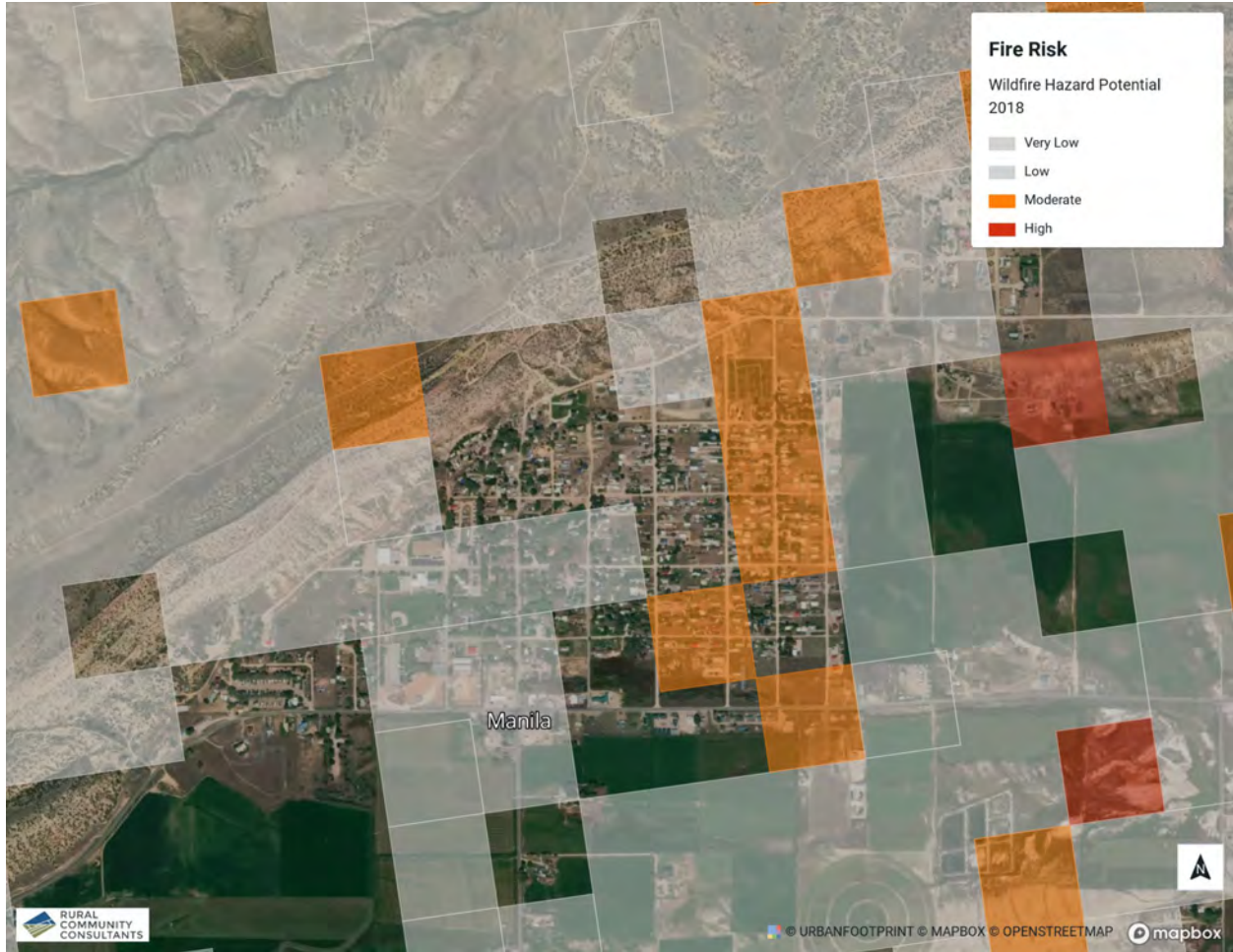
Manila Town works primarily with Daggett County sheriff's office to provide police services.

The Manila Fire Department stands alone as the first responder in an area consisting of hundreds of square miles of Daggett County. Efforts to remain effective in emergency response and suppression have included extensive equipment and training for the department volunteers. Equipment includes a structure pumper, a 4,200-gallon MAC truck tanker, an F450 Ford fast attack/pumper, a 6x6 military tanker conversion, a 6X6 military conversion fast attack/pumper, and a 2007 4X4 Yukon equipped as a first responder vehicle. Personnel equipment includes all new structural and protective gear along with SCBA breathing apparatus for all personnel.

Emergency Preparedness + Hazard Mitigation

At the time of the general plan update, FEMA was developing new modeling and mapping for floodplains. The Town is anticipating that this work will result in the need to develop an ongoing, proactive strategy to mitigate any risks identified by it

Lack of data through FEMA prevents potential areas of high-risk flooding; data from the USDA Forest Service Fire Modeling Institute can help evaluate areas of the town that are at high risk for potential fire hazards. Areas within town boundaries that are a moderate risk to a potential wildfire include the areas along the east boundary and to the north.



Goals + Policies: Resiliency

Note: many of these goals are also found in the UBAOG's current Pre-Disaster Mitigation Plan.

Goal 9.1. Provide for an orderly means to prevent or minimize, prepare for, respond to, and recover from emergencies or disasters.

Goal 9.2. Reduce water loss and drought risk within the Town of Manila by educating the public and implementing conservation plans.

Goal 9.3. Reduce the risk of flooding in Manila related to the Sheep Creek Canal with investments in technological and physical investments (as funding permits).

Goal 9.4. Support the County Mosquito Abatement District's efforts to reduce the risk of insect infestation to agricultural businesses by reducing the severity of infestations.

Implementation Action Steps: Resiliency

- **Short Term Opportunities (1-5 years)**
 - a. Continue to develop first responder capabilities.
 - b. Reduce the threat of wildfires within the Town of Manila by educating homeowners on how to reduce risk of wildfire damage.
 - c. Maintain and enforce rate policies that encourage water conservation.
 - d. Enact a restrictive clause in the County and Town Ordinances that will prohibit any new development in the County floodplain and/or any undercutting of the canal.

- **Long Term Opportunities (+5 years)**
 - a. Develop additional water storage tank capacity as resources permit.
 - b. Implement a flood ordinance that will cover the County and Town with flood insurance.
 - c. As resources permit, maintain a plan (framework, strategy) that will guide local organizational responses during an emergency or disaster (EOP).
 - d. Conduct an audit on the Town's various emergency-related interlocal and mutual aid agreements. Ensure that the terms are still valid for all parties.

Appendix A: Planning Authority

The General Plan and State Law

Manila Town recognizes the need to be proactive about community-level planning and land use management, ensuring that the community's vision and goals for the near and distant future are met. This general plan will serve as a framework for Manila decision makers as the community continues to experience change altering future land use, development, and other decisions. The plan is designed to provide a formal policy foundation for enhancing community relations, pursuing economic development activities, coordinating infrastructure planning, and fostering town and county/state cooperation.

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 goals and policies contained in the general plan must be capable of addressing community decisions in mature, redeveloping, and emerging areas of the community.

This plan is supported by Utah State Law (Title 10 Chapter 9a) which requires local plans and development guidelines to address general health, safety, morals, and welfare issues. The law also requires public participation in the planning process through adequate public notice and open public meetings. The information outlined in this document represents the general consensus and vision for the community, as well as the goals for the near and distant future.

Development of this Plan

Public participation in creating this plan shaped its content and direction. All information outlined was prepared based upon and including much of the public's valuable feedback.

The general plan is used by the Town Council and Planning Commission to evaluate policy changes and to make funding and budget decisions. It will be used to evaluate building and development laws. It will be used by citizens and neighborhood groups to understand the town's long range plans and proposals for different geographic areas.

The Manila Planning Commission and Town Council placed a high priority on public involvement in the development of this plan, and required a thorough and detailed public awareness and input campaign to be completed. Public participation strategies utilized in the formulation of this plan were provided through online and social media platforms such as digital public surveys and online open house events, and public hearings. A summary of the results from each format of community input can be found throughout the document.

Amending the General Plan

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 complementary 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 roughly 10 years of a general plan.

Great care should be taken when the decision is made to amend the Plan to avoid drastic changes in direction, while also not hesitating to update goals and policies as the landscape shifts. To ensure this general plan remains relevant to the ongoing strategic planning process, it is intended to be reviewed annually and updated at least every ten (10) years, or more frequently as the need arises, to provide responsible and well-formulated public policy direction to community decisions.

Implementation of the Plan

Implementation of the general plan by the Mayor, Town Council, Planning Commission, and staff fulfills the Plan’s purpose and ensures that the community’s voice and vision are heard. Each element of the comprehensive general plan provides background and context materials, as well as goals, policies, and potential action steps for the community to undertake to achieve the plan’s vision.

The plan is used by the Town Council and Planning Commission to evaluate policy changes and to make funding and budget decisions. It will be used to evaluate building and development laws. It will be used by citizens and neighborhood groups to understand the town's long-range plans and proposals for different geographic areas.

It is recommended that implementation of the general plan’s vision or goals be reviewed annually and amended as needed to ensure the goals are being met. To prepare the community for implementation, it is recommended that the community be invited to participate to provide feedback during future strategic planning efforts, to rank and prioritize projects, and to help as well as determine the roles and responsibilities for each task.

Next Steps for the Plan

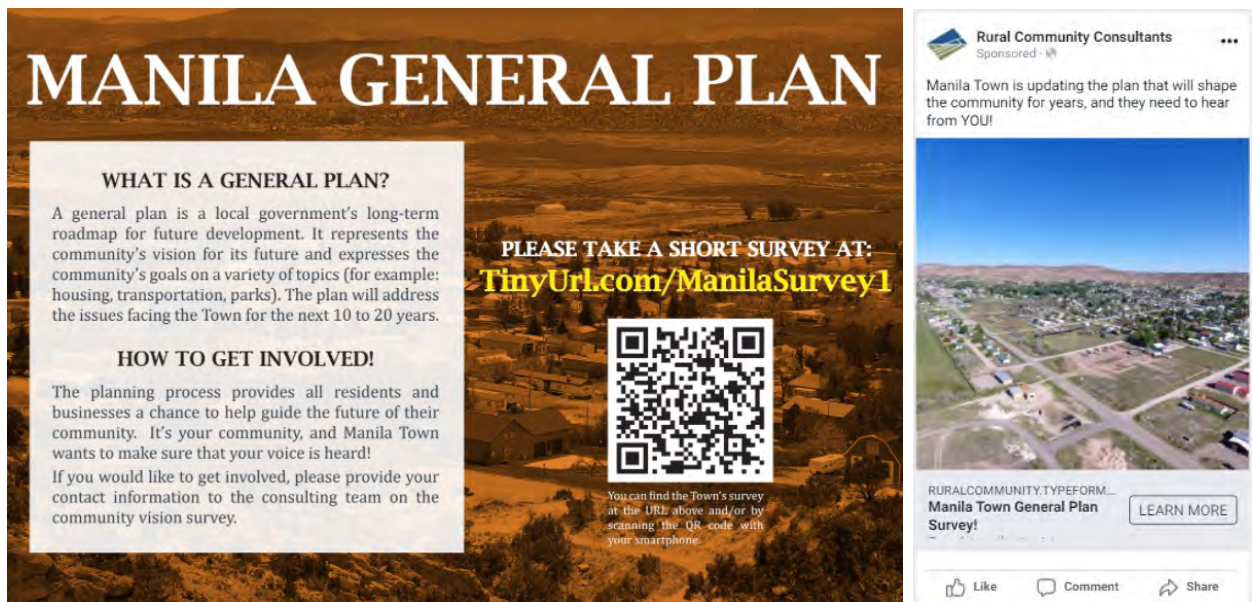
While the general plan defines a clarified community vision and set of goals for the coming years, it does not provide the specifics of the “Who, What, When, Where, and How” of each goal. To ensure that the community’s vision is realized, it is recommended that Manila Town undergo a strategic planning process that will help rank, prioritize and implement the goals and visions from the general plan. The strategic plan should include:

- Proposed steps for implementation
- Timing for each recommendation
- Funding availability
- Long-term financial needs and recommendations

Appendix B: Public Interaction

Public Engagement Summary

Facilitating community involvement and input opportunities was a high priority for the Town Council. The working documents were all made publicly available, and many project discussions were held during regularly scheduled public meetings of the Planning Commission and Town Council.



Examples of public information posters and social media announcements that were developed as part of the planning initiative.

Community Vision Survey

At the beginning of the general plan update process, public surveys were advertised through direct mailers and social media campaigns. The survey about "community vision" generated 180 responses.

- The charts showing the [responses to the opinion \(Likert scale\) questions are available at this link](#).
- The document with the [open text responses to the vision statement is at this link](#).

Appendix C: Implementation

Potential Action Steps

The following ideas are suggestions of implementation best practices, and that the Town is not obligated to implement any of them or consider them policy.

IDEA #1 - Plan and Budget Integration

Budget is policy and planning without investing in its implementation is largely a waste of time. Town leaders need to first develop a baseline of what their strategic priorities are, and then deliberately update this vision over time.

- Host an annual pre-budget retreat with the Town Council, Planning Commission, and administration. The Town Council and Planning Commission should meet for a joint session before any budget requests are considered. The purpose of this meeting would be to review the Town's long-range goals.
- Conduct a bi-annual "Discovery" event. An outside party could facilitate a "discovery" discussion for existing and prospective Town Council members (and anyone else in the public that is interested). The intent of this event would be to increase awareness of how cities actually work by describing systems, explaining rules, and sharing best practices. If done near the deadline for candidates to file in the summer, then the outcome of this event would be a more informed election in the fall. It can be assumed that an investment in "taking the long view" like this will result in better policy and budgets ongoing.

IDEA #2 - Community Clean-Up Initiative Enforcement

Update the land use code to outline a clear process for enforcing clean-up efforts:

- establish a clear definition of what needs to be cleaned-up
- review staff capacities, including enforcement personnel and attorney staff time
- outline roles and responsibilities in responding to citizen complaints
- create a method to document violations
- establish deadlines for clean-up
- establish a cost recovery system for Town-initiated efforts on properties in violation

IDEA #3 - Planning Commission Agenda Alignment

Although every community is different in the details of how it operates, the one thing they have in common is a commission that makes decisions that affect the whole enterprise. Because they deal with a number of short-term issues, it is easy for them to lose focus on any kind of long-term strategy.

Cities need a way to standardize the implementation of their long-term goals. It seems like the way to do this is to keep the goals in front of everyone (especially the commissions) when they are facing decisions.

- **Incorporate the long-term goals into their regular meetings.** Format the agenda so that each discussion item is categorized under one strategic priority. Those issues/items that don't help achieve a priority goal are moved to the bottom.
- **Create a request form for items to be put on the commission's agenda.** Require that all commission agenda items are submitted using a form that asks which priority the proposed issue helps the Town achieve. Doing this helps applicants (including commissioners) maintain focus on their goals.
- **Formally establish an "implementation champion".** Assign someone on the Town Council or Planning Commission to monitor the implementation of the plan's goals and strategies. Require a public report to be created quarterly.

IDEA #4 - Adequate Public Facilities (Concurrence)

The adequacy and availability of public facilities and services to support growth and development has become a key issue in most areas, both because of the financial implications as well as the effect on the timing of development.

A concurrence system requires that prior to the issuance of a land development permit, the applicant must demonstrate that all necessary public facilities and services are available and adequate at specified level of service (LOS) standards.

The "adequacy" requirements provides that, for a development project to be approved, infrastructure must be conformed to level-of-service standards in the general plan.

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

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

IDEA #5 - Impact Fees and Financing of Capital Facilities

Manila currently does not authorize impact fees for all the utility services it provides because of the type and timing of the development that occurs there. However, if the Town's housing market

continues as it has, the financial implications of new growth may warrant the continuation of impact fees and other taxing and regulatory financing systems. Impact fees are a regulatory policy mechanism whereby the capital cost of a Town's need to support new development is funded on a prorated basis by such development.

Courts have judicially approved the concept of impact fees if various legal and constitutional requirements are met. Those requirements included procedural due process, substantive due process, equal protection, and "earmarking". The latter requirement ensures that money collected from the payment of impact fees will be segregated from other Town funds and used only for the purpose for which it has been collected. The constitutional standard for impact fees has generally been described as the "rational nexus" test. The test has two parts: (1) that the need for the public facility or public facility expansion is the result of the proposed new development; and (2) that the proposed new development will benefit from the provision of the public facility.

IDEA #6 - Development Process Flowchart

A clearly defined approval process will facilitate better understanding of the Town's requirements for development approvals. This will help applicants understand what is expected of them and might even help the Town ensure due process.

These flowcharts could be incorporated into brochures and development applications. Caution should be given to ensure that the process is also formally incorporated into the land use ordinance.

**A majority of this general plan document was produced by Rural Community Consultants. At the request of the Town of Manila, Sunrise Engineering made some minor modifications to the document and amended the general plan map prior to adoption.*