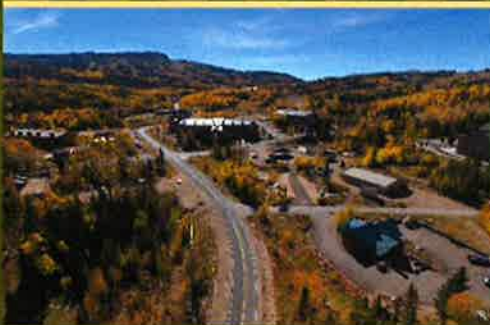




BRIAN HEAD TOWN GENERAL PLAN



Adopted June 2019

SPECIAL THANKS TO:
Mayor Clayton Calloway and the Town Council
and the Brian Head Planning & Zoning Commission

COMPLETED WITH



**RURAL
COMMUNITY
CONSULTANTS**

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TABLE OF CONTENTS

INTRODUCTION	5
COMMUNITY CONTEXT	8
COMMUNITY + ECONOMIC DEVELOPMENT	11
Land Use Planning	
Community Design	
Economic Development	
Housing	
Building Permitting + Inspection	
Code Enforcement	
TRANSPORTATION	26
RECREATION + OPEN SPACE	35
PUBLIC SAFETY	38
Police	
Fire	
WATER	40
WASTEWATER	42
SOLID WASTE	44
SUPPORT SERVICES	46
Public Information	
Finance	
Personnel	
APPENDIX: IMPLEMENTATION + DATA	49



[---] Brian Head Town Boundary



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Brian Head Town

2018 General Plan Update Boundary Overview

Iron County

Scale: 1" = 2,000'

1

Map Name: H:\M\Proj\GCC 1010-RMP\Design\GIS\Projects\Brian Head Town\2018 General Plan\april - Brian Head Town Boundary 11.5x11
Project Number: 1019-R24 Drawn by: JDM 11.1.8 Last Edit: 11/28/2018

Chapter 1 - Introduction

Purpose of the General Plan

Brian Head Town exists to serve the interests of its residents, homeowners, businesses and guests. As a local government entity, the Town Council and staff strive to accomplish those things which Town stakeholders expect of their local government in the most efficient manner possible. To accomplish this, the Town engages in a detailed and thorough strategic planning process, which includes this General Plan.

This document focuses on the Town's goals and policies which will guide the strategies and action steps included in the Town's annual strategic plan. These goals and policies are derived from the previously developed Community Vision and give broad medium to long term direction to staff. The goals and policies may change from time to time as the focus and needs of the community evolve but should generally remain static in the medium term (five to ten years).

Community Vision

In August of 2013, the Town Council directed town staff to establish a community vision which would drive a new effort in strategic planning. A focus group of individuals representing various facets of the community was assembled to look at Brian Head through the lenses of culture, economy, and environment, and from their discussion and brainstorming on those topics derive a single unifying statement defining a vision of what Brian Head is and hopes to become. The Brian Head Town Community Vision was then submitted to the public and Council for approval in a series of public hearings in September and October 2013.

The Council adopted the Brian Head Town Community Vision which is summarized in the following statement:

BRIAN HEAD IS A RUSTIC MOUNTAIN VILLAGE WITH DIVERSE RECREATION AND COMPLEMENTARY COMMERCIAL OPPORTUNITIES WHERE PEOPLE AND NATURE COEXIST.

Further information about this vision, including more detailed descriptions of the current and ideal culture, environment, and economy of the Town are included as an Appendix in this General Plan.

BRIAN HEAD TOWN STRATEGIC PLANNING ELEMENTS

COMMUNITY

VISION



TOWN GOALS/POLICIES (General Plan)



STRATEGIES (Annual Strategic Plan)



ACTION STEPS (Annual Strategic Plan)



RESOURCE ALLOCATION (Annual Budget)

Core Values

The Town Council has generated a guiding set of Core Values intended to be a litmus test against which all goals and policies are set. If the Core Values are properly adhered to, the spirit of the Community Vision should be met all actions taken by the Town. These Core Values represent why we exist as an organization.



- **Visitor Experience:** Brian Head Town aims to promote a family friendly and memorable mountain resort town experience
- **Collaboration:** Brian Head Town always strives to work alongside local businesses and neighboring jurisdictions to deliver the appropriate resort town amenities
- **Quality of Life:** Brian Head Town residents are here for the outstanding quality of life expected in a resort mountain town, and we aim to live up to that expectation
- **Excellence in Public Services:** The public services provided by Brian Head Town will be befitting of a resort mountain town
- **Fiscal Responsibility:** Brian Head Town will provide services and infrastructure needs in the most efficient way possible to minimize tax burden

Town Goals

The following goals were developed to guide the strategic planning process. They highlight aspects of the Community Vision which require strategic action to get from the current state to the ideal state. Council should review these goals annually and part of the strategic planning process to monitor the progress made on each goal and may modify these goals in the short and medium term to better reflect areas that require special attention or emphasis. Any modification of these goals should be recorded in the annual strategic plan document.

Economy

1. Enhance the visitor experience.
2. Attract more visitors especially in Summer and Fall.
3. Support local events.
4. Maintain a business and development climate that is attractive to resort-complementary commercial establishments.

Culture

1. Foster a stronger sense of community and well-informed public discourse.
2. Engage the community with information and activities that build unity.
3. Increase livability of Town by making area more pedestrian and bike friendly.

Environment

1. Maintain emphasis on and protect the natural environment.
2. Guide growth of the built environment to be consistent with the General Plan.
3. Expand and improve the trails system.
4. Improve the first impression of Brian Head.

Development of this General Plan

The Brian Head Planning Commission and Town Council met over several public meetings and held public hearings to develop this plan. As much of the strategic planning framework discussed in this plan was already in place, including the Community Vision and the annual strategic plan, the goals and policies contained in this plan were the areas requiring the most emphasis. These were developed over a series of facilitated meetings.

While public participation in this plan was ultimately meager, due largely to the very small permanent population in Brian Head, every opportunity was given to the public to participate in the formulation of this plan through well-publicized public hearings, and the public input which was given was instrumental in shaping its content and direction.

State Law & Brian Head Town's Plan

Brian Head Town recognizes the need for proactive community-level planning and land use management. Utah State Statute (Title 10 chapter 9a) requires local plans and development guidelines to address general health, safety, moral and welfare issues. The law also requires public participation in the planning process through adequate public notice and open public meetings.

This plan will serve as a framework for Brian Head decision makers as they consider 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, county, and state cooperation.

Implementation of the General Plan

Implementation of the General Plan by the Mayor, Town Council, and Planning Commission fulfills the Plan's purpose. Each element of the comprehensive plan provides background and context materials, as well as goals and policies that the community will pursue to promote the achievement of the vision of this plan.

This General Plan should be consulted each year as the annual strategic plan is updated to determine whether the proposed strategies and action steps are in line with the goals and policies outlined herein.

Amending the General Plan

The Brian Head General Plan is intended to be a steady, but not necessarily static, foundation for future planning. As such, 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 at least annually and updated at least every five years, or more frequently as the need arises, to provide responsible and well-formulated public policy direction to community decisions.

Chapter 2 - Community Context

Historical Background

When the Parowan Valley was settled by the Mormon Pioneers in 1851, they soon discovered in the mountains the abundance of timber for building and rich mountain meadows to graze cattle and sheep in the summer. Water rights were claimed by the settlers from the drainages that were fed by extensive annual snowfall ranging from 300-500 inches.

The snowpack and favorable mountain setting justified the development of downhill skiing at Brian Head in 1964. The Town was incorporated in 1975 as the need for municipal service precipitated the evolution from a resort to a community.

Today, the Brian Head Ski Resort and its associated property and facilities are owned and managed by a separate, private enterprise. In addition to skiing, the Town has evolved into a diverse multi-season recreational destination for off-road vehicles, hiking, mountain and road biking, snowmobiling, hunting, fishing and community gatherings. Highway 143 is designated as a National Scenic Byway where tourists travel to the Cedar Breaks National Monument and surrounding National Parks.

Residential development and visitation to Brian Head Town has been steadily increasing since incorporation. As the area has grown, the character of the community has started to change. As of March 2019, Brian Head is home to 351 cabins and 1,049 condos, with a permanent population right around 100. Most of the dwellings in Brian Head are owned as a second home, and many of those are in the nightly rental pool which cater to the thousands upon thousands of visitors who come through Brian Head each year. While summer visitation figures are difficult to properly ascertain, winter visitation is generally measured by skier visits, which have been as high as 201,000 for the 2018-19 ski season.

Land Capacity Analysis

Brian Head enjoys a marvelous natural setting: broad meadows in a narrow valley framed by steeply wooded mountains capped with distinctive flat rock formations typical of the area.

The health, safety, and welfare of citizens is the first priority of the Town. The Town feels that natural, open spaces and visual resources are valuable shared assets.

Special consideration should be given to structures and infrastructure that are built in areas with potentially problematic slopes, soils, or drainage. The Town's development ability is further constrained because of protected lands.

Anticipated Changes + Growth Scenario

If it is assumed that the Town will continue growing in the current direction it is going, these are some realistic changes that may happen in the next twenty years. Tourism will continue to play an increasingly important role in the economy. It may have a negative effect on the amount of viable living wage jobs for residents. Depending on the growing generation and the political climate a shift in ideals may occur in the Town. This shift will mainly deal with ideals like public lands and the rural character of the area. Even with that shift the goals and policies of this plan can help prepare for any future Brian Head Town may face.

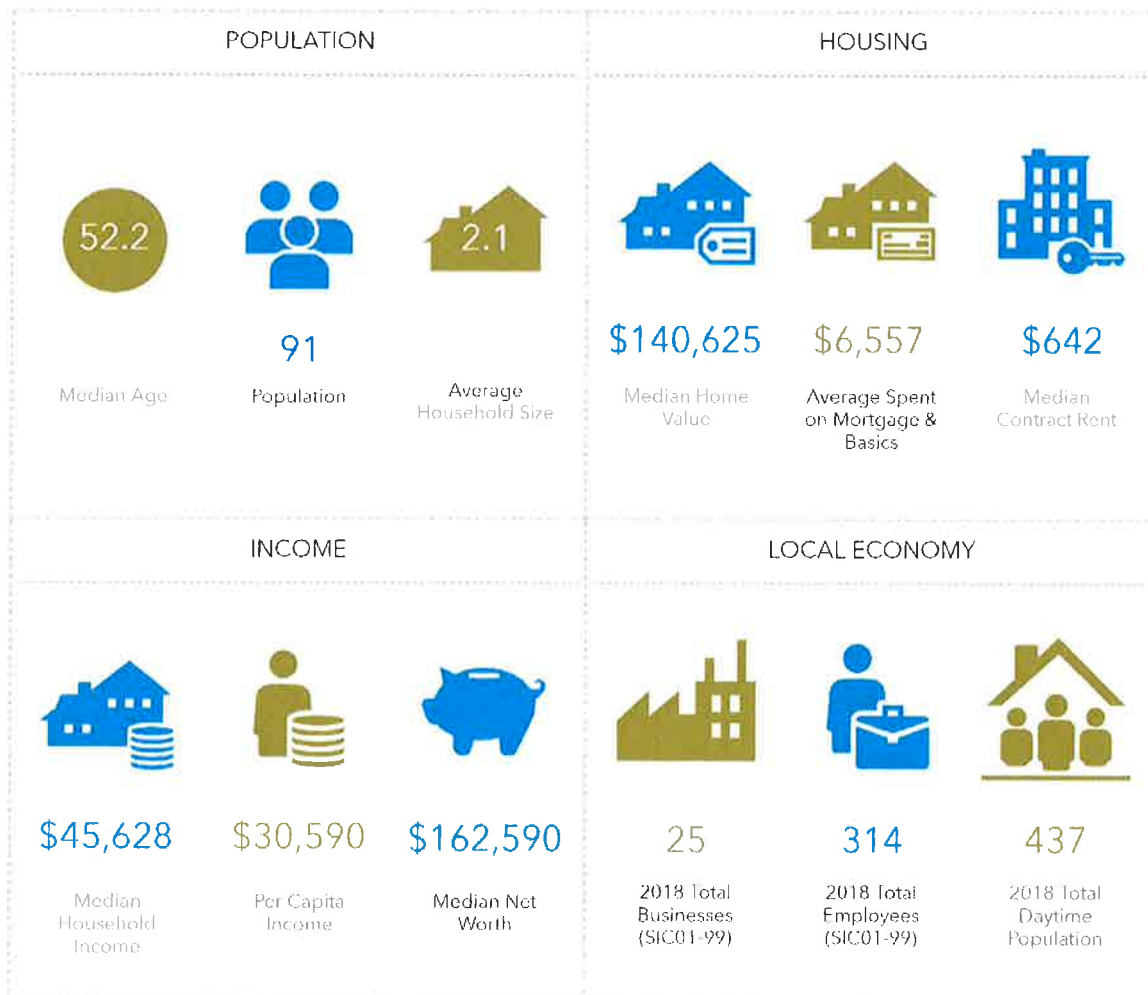
There are several things that Brian Head Town can do to positively influence its economy. The Town is clear about what things have the greatest impact - outdoor recreation (and particularly downhill skiing) is currently the primary industry. Its secondary-consumptive industries will continue to struggle until the area can provide year-round outdoor recreation industry activity.

Socioeconomic Drivers

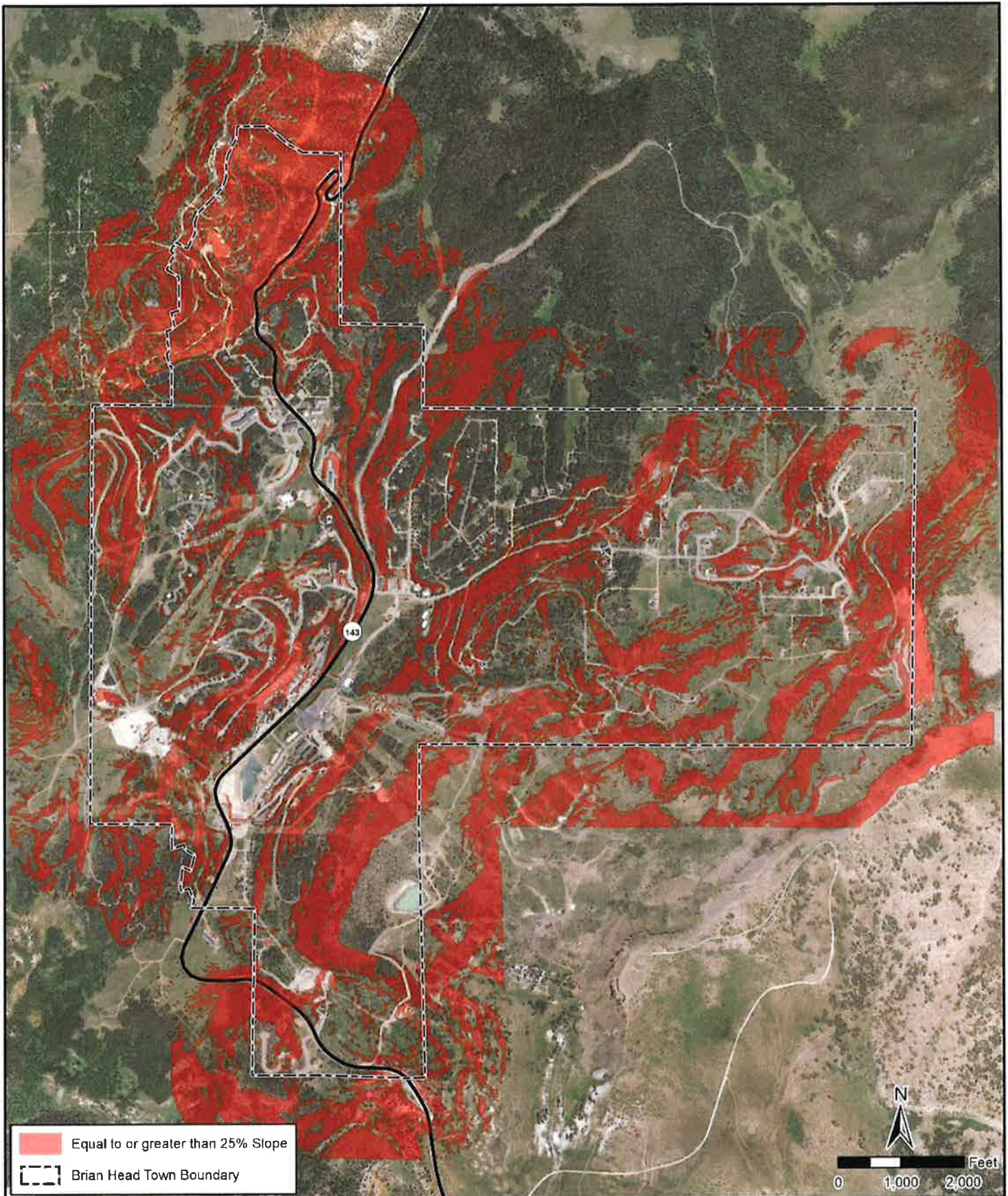
Traditional socioeconomic data can't 'tell the story' of Brian Head accurately because of their seasonal economy. The following indicators are from the US Census, American Community Survey (ACS*) which represent the Town's year-round residents.

- Average year-round population = 91.
- In recent years, the Town has experienced steady, moderate growth. Much of this growth has consisted of second home investors from out-of-state, but there seems to be interest from people in-state as well. The community is not expecting much of their growth to be families with school-age children, but we are seeing some full-time residents with children who are moving into the Town.
- Total estimated housing units in 2016 is 1,866. Of those units, 1,831 are vacant most of the year. Much of the housing stock was built before 2009.
- In Town, 19 building permits were issued in 2017 and 14 permits in 2018.
- In 2017, the ratio of estimated market value of secondary to primary land and buildings was over 22:1.
- Tax distribution data shows that the Brian Head economy has been growing steadily in almost every way over the last five years. However, the lack of diversity in Brian Head's commercial activity is readily apparent when the national economy weakens. For example, the total sales tax activity of 2017 was 53% higher than it was after the recession of 2008.

Estimated Indicators for Year-Round Residents



* U.S. Census, American Community Survey



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Brian Head Town

2018 General Plan Update Suitability Overview

Map Name: H:\DIP\proj\1619-R04\Design\GIS\Project\Brian Head Town\2018 General Plan Update - Brian Head Town Suitability 9.5x11
Project Number: 1619-R04 Drawn by: JEM 11-16 Last Edit: 11/28/2016

Iron County

Scale: 1" = 2,000'

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Chapter 3 - Community + Economic Development

Land Use Planning

Current Conditions

Existing development in Brian Head reflects a typical mountain resort community in a relatively early stage. Much of the existing development is residential, either single-family or multi-family, with proportionally little commercial development. Only 11% (or 281 buildings on 2,508 parcels) of the parcels currently zoned residential have been developed, and 28% (or 30 buildings on 107 parcels) of parcels currently zoned commercial have been developed. In the past four years, the Town has granted 79 building permits for all types of development, but only one permit for commercial development.

The existing zoning map anticipates commercial and multi-family residential uses running north and south along Highway 143 through the center of town, with three commercial nodes: 1) at the north end of town around Navajo Lodge, 2) in the center of town around the Giant Steps Lodge and the Village Core, and 3) at the south end of town around Chair 1 adjacent to Bristlecone Pond. Single family development is anticipated running east and west off of Highway 143 along and off of the main collector roads (Aspen Drive, Hunter Ridge Drive, Steam Engine Drive, and Ridgeview). Collector roads on the south end of town (Vasels Road and Bristlecone Lane) are slated for multi-family residential development.

Land use designations in Brian Head don't always follow typical patterns because of its unique topography. While 4% of the parcels within Brian Head are currently undeveloped, much of that area exists on steep slopes where development will be difficult. Development is expected to follow the path of least resistance with the steep slope areas only being developed once scarcity and the economy make the additional expense of steep slope development feasible.

The Town currently endeavors to be friendly and inviting to commercial development. The identified commercial nodes are preferred location for commercial development, but high density residential along SR-143 may also be rezoned to accommodate commercial development. It should be expected that the Town will show flexibility in how individual parcels are zoned and rezoned. Mixed-use is an option in commercial zones, with the preference that retail/dining/storefront uses be located on the main floor with office and residential uses located on upper floors.

In the future as the finite commercially zoned properties are developed, many commercial and industrial uses could become subject to conditional use requirements because of the limited amount of land available for those uses in Town, and to maintain the character of a mountain resort community.

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 Brian Head's land-use decision making.

- **High Density Residential (HDR).** Duplexes, townhomes, condominiums and apartment complexes are typical of these areas. Attractive, well designed and maintained projects are permitted in these areas. All projects in these areas shall provide the required landscaping and amenities consistent with the zone granted.
- **Low Density Residential (LDR).** Primarily single-family detached residential lots and/or estate type lots with restricted agricultural and ranching uses. Large animals such as horses may be permitted, but the number and types are limited. Higher density developments may be adjacent to these areas with appropriate buffering. A higher level of urban type improvements such as sidewalks, street improvements and drainage facilities may be required. Civic uses such as churches, schools, parks and trails may be in or adjacent to these areas.
- **General Commercial (GC).** Includes a large range of commercial uses. A mix of uses is encouraged including shops, restaurants, offices, banking and hotels. Attractive and well-designed recreational vehicle parks may be allowed if they do not exceed the densities allowed by the general plan.
- **Village Commercial (VC).** Resort commercial development which could include a mixture of lodges, restaurants, retail businesses, bars, and other commercial establishments in a predominantly pedestrian oriented setting.

- **Civic (CV).** Schools, churches, libraries, fire stations or similar public facilities.
- **Light Industrial (I).** To provide space for indoor warehousing, indoor light manufacturing and fabrication. Major utility infrastructure should try to locate in industrial areas. Service and building trade industries which utilize heavy equipment are typical of these areas. Sites are to have attractive buildings, landscaping and parking. No outdoor storage or materials will be permitted without appropriate screening.
- **Recreation Open Space (ROS).** Areas preserved for land uses requiring substantial open land and substantially free from structures, roads and parking lots, while permitting recreational pursuits such as ski runs, parks, golf courses and trails. Public or private recreational facilities are suitable uses in this district provided that such uses maintain the open, undeveloped character of the land.
- **Conservation Open Space (COS).** The purpose of COS is to identify and preserve land that is, by virtue of ownership or easement, precluded from development, and to preserve the historic and natural beauty of those areas. Qualifying land includes property owned by a governmental entity (including Brian Head Town), or parcels for which a scenic or conservation easement has been granted to a governmental entity, land trust or conservation organization.

General Plan Land Use Map

The General Plan Land Use Map illustrates the community's preferences for the future distribution of the land uses within the Town of Brian Head. 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.

Flexibility in how specific lands may be zoned is provided in the design of the Land Use Map. Rezone requests that exceed the flexibility provided in the map, as described below, are not to be approved without first amending the General Plan Land Use Map.

The Land Use Map is to be interpreted in the following manner. Each parcel that is colored to represent a specific land use designation may be zoned in a manner that implements the category of land use indicated. The white

(uncolored) areas located between two or more different land use designations (colors) indicate an imprecise or flexible boundary between the land use designations indicated. Where a white area separates two or more colored areas, the Town may authorize zoning that is compatible with the designation on one side of the white area to extend across the white area and into the opposing land use designation up to the extent of encompassing an entire parcel, and still be considered in compliance with the Land Use Map.

Nonconforming Uses

A nonconforming use is one that legally existed under a previous land use regulation, but that does not meet current requirements. Under Utah State law, this use has the right to continue if the use does not change (ownership can change).

The previous general plan noted that there are several legally non-conforming lots that can be developed. This may pose a problem with the over-development of the land if the Town's infrastructure plans don't take them into consideration.

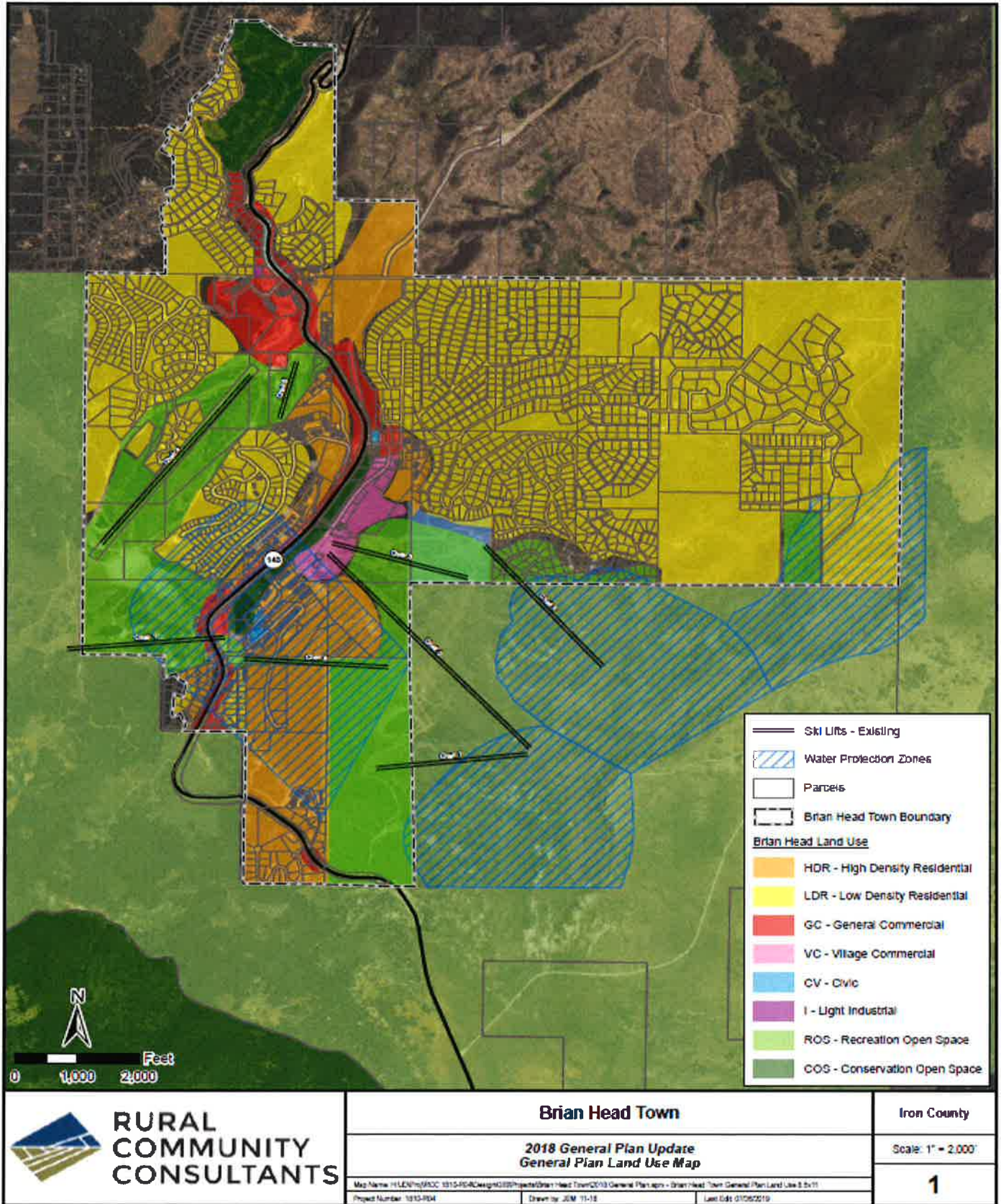
Annexation

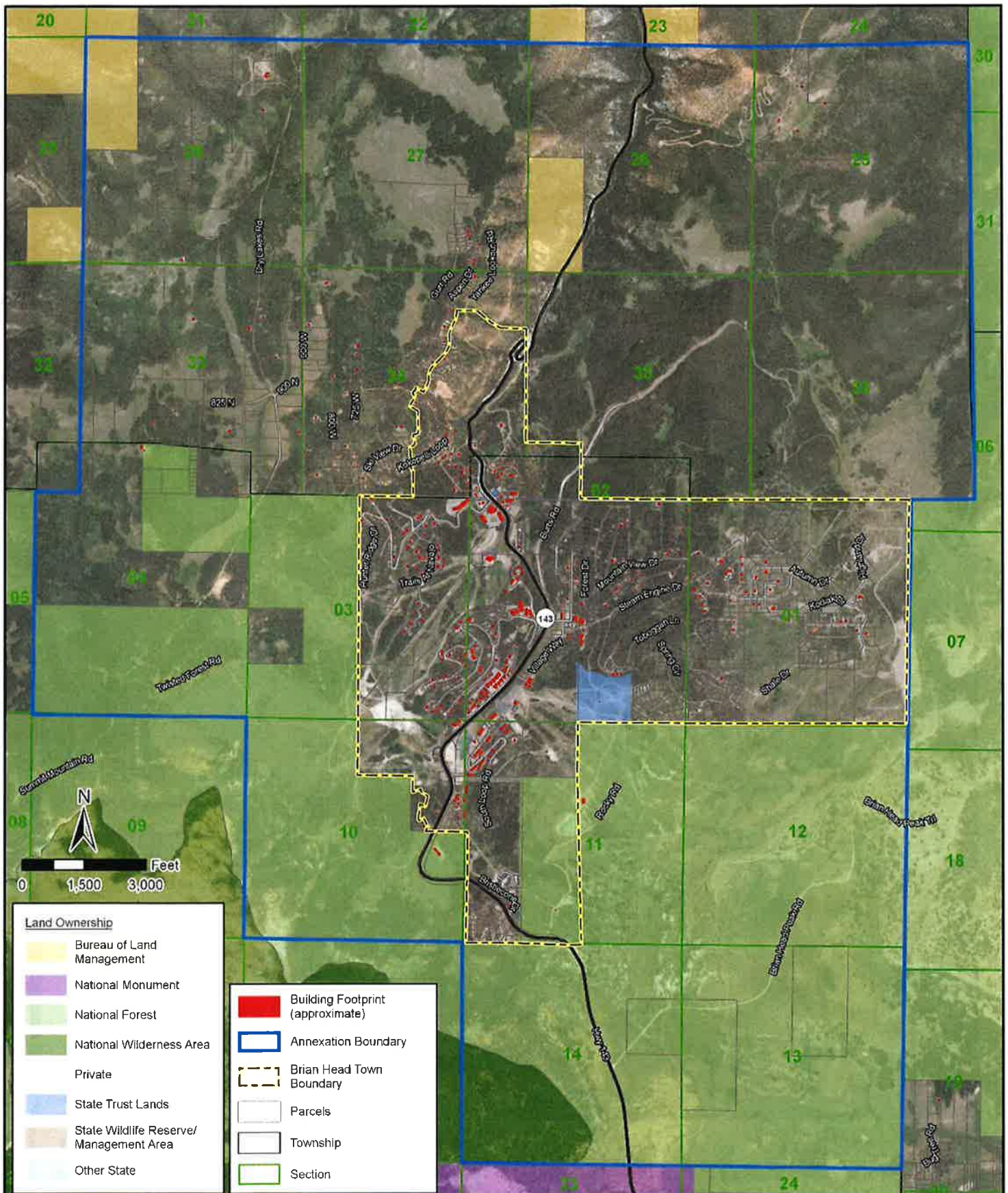
Brian Head's geographic constraints and proximity to federal lands constrain its ability to expand. The exception to this is its ability to annex lands to the North and Northwest (i.e. Dry Lakes area). The current town limits include land currently administered by the USFS.

There is a clear demand for future residential development in these areas. The previous general plan presented an analysis of Brian Head's expansion that is an indicator of what it will be facing in the future. In 1994, there were 1,340 total lots platted within Brian Head, and another 735 platted in the annexation area. In 2010, the Town boundary expanded by 275 acres. Over that time, the number of lots within town grew by 500, and the number in the annexation area increased by almost 2,600. When built-out, Brian Head would more than double in size.

The potential rate of growth is a concern for the community, but the plan also noted that "the platted lots in the annexation area vary in size, with many being ¼ acre or less. Most lots are located on slopes which require special consideration and engineering to accommodate development. There are platted roads in various stages of improvement that do not meet the current Town Public Works Standards and therefore are not maintained in the winter".

(For further information, please reference the Town's Annexation Policy).





Current Land Use Portfolio (2019)

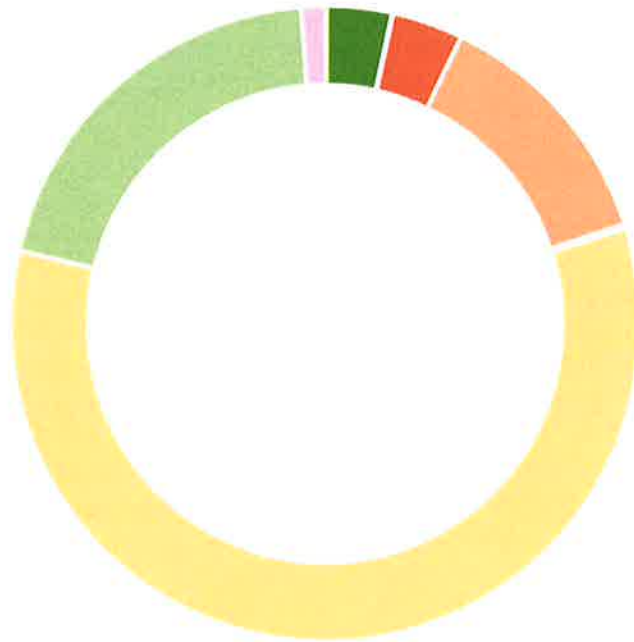
2019 Built Structures (320 total)

2019 Zoning Designations

Acres | Parcels | % of Total

HDR High Density Residential	69	278.4ac 1,018parcels 12.8% total land
LDR Low Density Residential	212	1,269ac 1,490parcels 58.5% total land
GC General Commercial	24	78.6ac 75parcels 3.6% total land
VC Village Commercial	6	28.6ac 32parcels 1.3% total land
CV Civic	3	2.35ac 10parcels 0.1% total land
I Light Industrial	3	4.4ac 7parcels 0.2% total land
ROS Recreation Open Space	7	434.1ac 89parcels 20.0% total land
COS Conservation Open Space	1	72.8ac 15parcels 3.4% total land

- COS - Conservation Open Space
- CV - Civic
- GC - General Commercial
- HDR - High Density Residential
- I - Industrial
- LDR - Low Density Residential
- ROS - Recreation Open Space
- VC - Village Commercial



Community Design

Current Conditions

Brian Head saw its first permanent developments in the 1960's when the ski resort began operations. Initial development followed a European ski village style best represented by the Georg's Ski Shop building. Most of the cabins developed during this period were smaller and quite rustic.

During the 1970's and 1980's the town saw a fair amount of condominium development which was simple and utilitarian in design. The exterior of these buildings were largely simple siding with few architectural features to add character. These may be best exemplified by the Timberbrook, Brianwood, and Copperchase condominiums. Cabin construction during this time was varied, but relatively simple.

In the 1990's and 2000's development design architecture began to be more sophisticated, but also included some aspects of urban or suburban design elements such as stucco exterior. Many of the cabins built were larger and more grand in their exterior design, often including mountain rustic features such as large timbers, varying rooflines, and stone and natural exterior coverings. Condominium development was a mixed bag, with some employing more of a modern/urban design (such as The Lofts and White Bear condos) and others employing a mountain rustic design (such as the Black Diamond Condos). It was during this period that the Town began implementing its Land Management Code, however proper enforcement of this code was spotty.

The resultant community design of Brian Head over the past five or six decades of development has been a bit of a patchwork. While the town is still discernible as a mountain resort community, this is much more attributable to its natural environment than its built environment. While existing development mostly avoids detracting from the natural environment (with a few notable exceptions), the community lacks an easily identifiable design and aesthetic theme or character.

Town Character

Moving forward, the community wants to establish a rustic mountain village theme with National Park and/or craftsman style design elements for its new residential and commercial developments.

The Town is trying to develop into a contemporary resort. There are currently no formally-designated historic districts in Brian Head.

Beautification + Nuisance Issues

Community beautification issues focus on the visual appearance of the town as well as preserving Brian Head's historic assets over time. 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. Community design influences, and is shaped by, other facets of planning (such as transportation, housing, and recreation).

"Nuisances" refer to conduct or use of land that interferes with another's ability to enjoy and use their property. This is reflected in property values. Light pollution is considered a nuisance in Brian Head, and a risk to maintaining night sky opportunities.

There are opportunities in Brian Head for reinvestment in community design. Most solutions deal with stricter regulations or incentives to businesses and condominiums to keep their properties maintained. The Town should focus on retaining the native vegetation, materials, and land formations to maintain growth in a natural setting.

Street Design + Building Setbacks

Streets act as edges and can help define boundaries of districts and create visual changes. These visual changes that happen at edges often are the most impactful. Those visiting the town will be more likely to stay if they feel safe and welcomed. Business will be more likely to locate if they feel the area will attract visitors.

Brian Head's roadways in the Village Core should be designed in a way that complements a "small town main street" and a sense of destination. In order to accomplish this, the Town is supportive of development that prioritizes active transportation improvements.

Roadways in the residential areas away from the Village Core need to prioritize safety and utility for vehicle travel (including OHV and snowmobile).

In the Village Core, Brian Head can create visual interest with building materials, and can enhance visual diversity with setbacks, massing, and architectural detail variations.

Nonconforming Structures

Like nonconforming uses, non-complying structures are those that no longer meet current regulations (such as setback or height). These structures also have the right to continue, but the Town is legally permitted to set local rules about how these structures can be modified and/or brought up to safety standards.

Gateway Issues

Part of Brian Head's brand promise is a developed area that is in harmony with the natural environment. One of the priorities of the Town is to define and preserve its northern and southern gateway areas so that future development of these areas provides this impression and does not detract from the current viewshed opportunities.

Ideas for future improvements include the beautification, redevelopment, and/or possible relocation of the industrial development on the north gateway area, and to the Public Works facility at the southern gateway area.





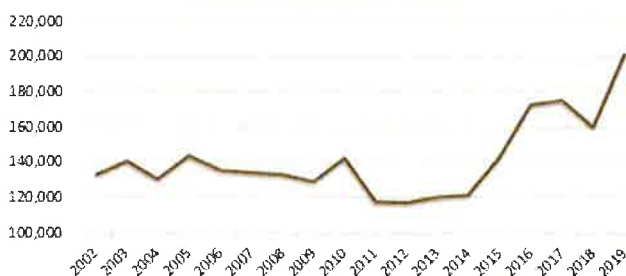
Economic Development

Current Conditions

The local economy in Brian Head is an outdoor recreation tourism economy, with skiing as the primary activity drawing tourists in the winter and a variety of mountain recreation activities as well as the nearby national parks drawing tourists in the summer and fall. Virtually all of the businesses in Brian Head are either providing goods and services to tourists or are providing services to other tourism-related businesses.

Tourism in Brian Head is on the rise. The traditional measure of success in a ski resort town is skier visits. Since new ownership took over Brian Head Resort in the 2012-13 ski season, skier visits have risen nearly 50%. This is largely due to increased focus on marketing in Southern California as well as investment in infrastructure improvements, such as high speed lifts and improvements at the ski base. Additionally, the development of Bristlecone Park & Pond have given Brian Head a summer focal point in town. Combined with renewable energy and investment in the mountain biking scene, as well as continued growth in the nearby National Parks visitors, these trends are resulting in increased summer tourism in Brian Head.

Brian Head Skier Visits



Brian Head does not have the retail shopping and dining options one would expect in a mountain resort town with as many tourists as Brian Head has. Visitors are asking for more dining and shopping options, and a recent survey of residents, cabin/condo owners, and visitors showed that an overwhelming majority (82%) support additional commercial development, specifically restaurant and retail. The comment received most often from guests at the Town's Visitor Center is that they love coming to Brian Head but they wish there was more shopping and dining.

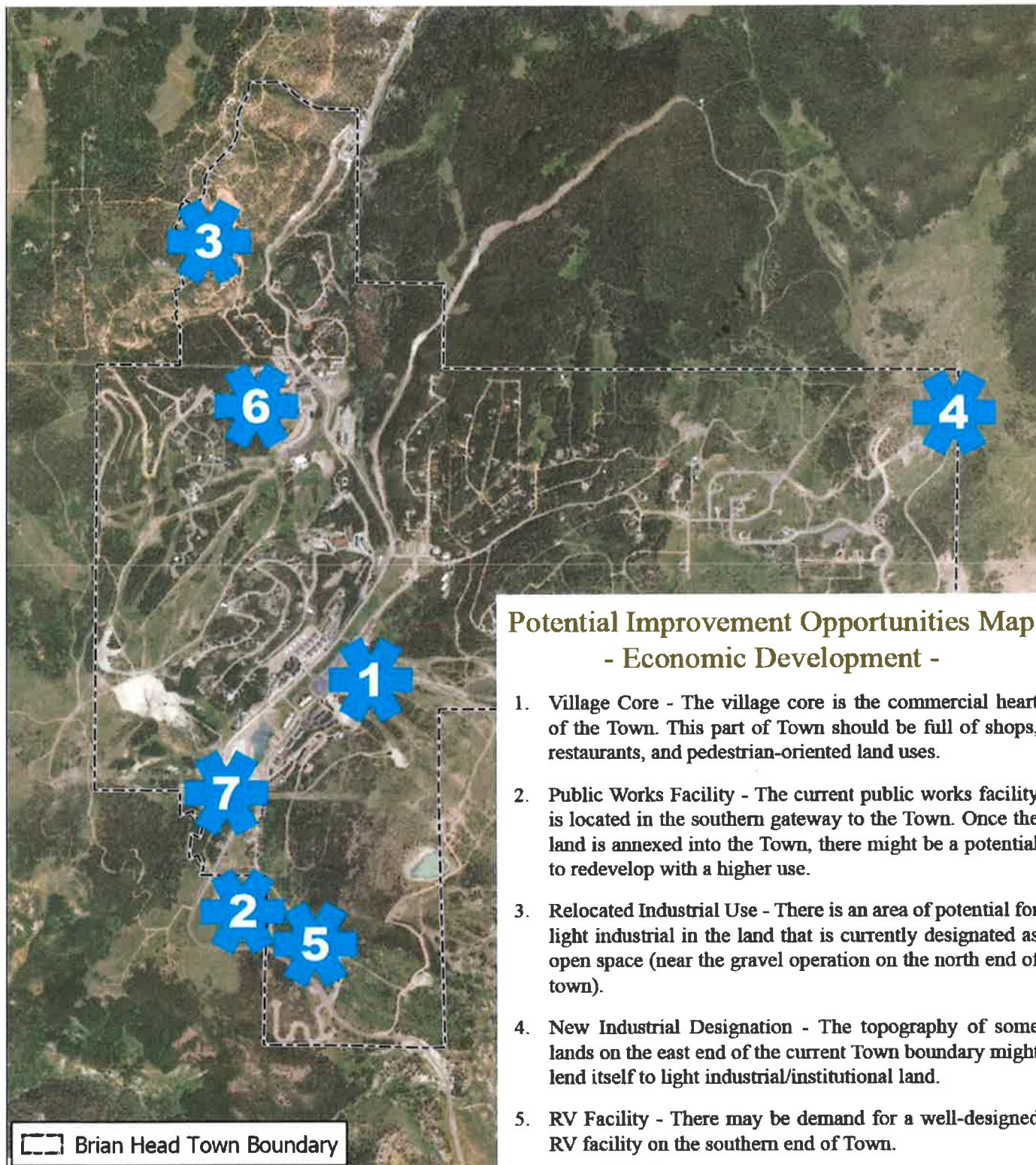
The Town is actively courting commercial development in its Village Core district, and has made incentives available for resort-commercial development, including: 1) a business friendly development process, 2) infrastructure development assistance through tax increment from an existing Community Development Area (CDA), and 3) potential sales tax rebates based on projected economic benefit.

Areas of Potential

Recently, Brian Head Town lead multiple stakeholder groups such as the Forest Service, National Parks Service, and Iron County in the development of a comprehensive framework and visioning plan for the future of recreation in the overall area. Since Brian Head relies heavily on recreation as part of its economy, this plan will shape the future of economic development in the Town.

The Sustainable Recreation Plan suggests the following areas of potential economic development within the town's limits:

- Develop the village core concept to provide more event venues, leasable retail space, and restaurants.
- Expand availability of fuel/convenience store services.
- Expand the OHV / snowmobile network to the greater Markagunt system and Iron County System in a way that maintains the integrity of non-motorized activities.
- Develop new mountain bike trails for all ability types.
- Explore the feasibility of leveraging the Navajo ski areas into summer events (i.e. cyclocross, archery challenge).
- Organize events and competitions for primary uses and develop appropriate event venues.



Potential Improvement Opportunities Map **- Economic Development -**

1. **Village Core** - The village core is the commercial heart of the Town. This part of Town should be full of shops, restaurants, and pedestrian-oriented land uses.
2. **Public Works Facility** - The current public works facility is located in the southern gateway to the Town. Once the land is annexed into the Town, there might be a potential to redevelop with a higher use.
3. **Relocated Industrial Use** - There is an area of potential for light industrial in the land that is currently designated as open space (near the gravel operation on the north end of town).
4. **New Industrial Designation** - The topography of some lands on the east end of the current Town boundary might lend itself to light industrial/institutional land.
5. **RV Facility** - There may be demand for a well-designed RV facility on the southern end of Town.
6. **Navajo Node** - Commercial expansion on land west of the Navajo lift area.
7. **Bristlecone Node** - Commercial expansion by Bristlecone Pond.



resort-related hotels and condo developments



typical residential development pattern + character



Housing

Quality housing is the foundation of a strong and vibrant neighborhood. 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 contribute to the Town's vibrancy and economic success.

Yet, affordability is a growing issue in Brian Head. Tourism can create significant demand. In recent years, housing costs have risen faster than household incomes. Higher land prices, low density zoning, and stringent infrastructure requirements can increase pressure on the cost of housing, excluding many people of limited means.

Current Conditions

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. Brian Head is a town of high community character, quality housing stock, and a welcoming population. Members of the Brian Head community share the goals of high quality and accessible housing. This can be achieved by allowing diverse housing products that blend aesthetically with neighboring structures and land uses.

According to the American Community Survey (ACS) 2012-2016 data there is a total of 1,866 housing units in the Brian Head area. Of those units, 1,831 are vacant most of the year. The economy of Brian Head is heavily dependent on the seasonal workforce that comes during the peak tourism seasons of the year. With a permanent population of approximately 91 people the housing market can be hard to analyze and track.

According to the Department of Workforce Services, Iron County has 2,663 jobs (or 14% of all jobs in the County) in the leisure and hospitality industry. Brian Head resort employs around 100-249 of these individuals annually. Therefore, just because the housing in Brian Head may be affordable for the permanent population in Town, it may not be affordable for seasonal workers. Brian Head consistently has turnover in its single family and rental property market. The housing stock is aging with almost all units built before 2009.

Moderate Income Housing

Accurate data is limited for smaller communities like Brian Head. So, to ensure that the analysis for the situation in Brian Head is adequately informed, data from Iron County will be used to fill in gaps. According to the ACS 2012-2016 data, the median home value in Iron County is \$172,100. *(Data for this analysis will mainly be pulled from the American Community Survey and economic data from the Department of Workforce Services).*

The median income for the county is \$45,581. The Utah State statute defines "moderate income housing" as the market for citizens at 80% or below of the annual median income. Therefore, the income level that defines Brian Head's moderate income supply is \$36,464. It is also important to consider the average annual median income of workers in the predominant industry in Town because permanent resident data does not accurately reflect the group most in need. Leisure and hospitality employees make an average annual median income of \$24,251 in the area around Brian Head. These workers are more likely to be the temporary residents that will struggle to find housing in Town.

Using the assumption that $\frac{1}{3}$ of a monthly income goes to housing expenses, including utilities and insurance, and that a mortgage has a 30 year loan fixed at 3.71% interest, total housing costs for a moderate income household at 80% of the AMI (*Area Median Income*) would not exceed \$729. Also, a leisure worker moving to Brian Head would have a total housing cost budget that would not exceed \$485 a month. Currently, at least 8 permanent residents of Brian Head would be considered cost burdened spending 30% or more of their income on housing.

Data acquired from local real estate website listings were used to help validate the current supply and demand for housing (along with American Community Survey (ACS) data). Unfortunately, not all the data about housing costs is broken down into the same ranges as the AMI scale.

Given that most of the data from the ACS is out of date and not completely accurate, a more complete picture of supply can be obtained from the real estate listings. However, the number of permanent residents does not adequately reflect the demand for housing because of the large influx of seasonal workers during the winter. According to the Utah Department of Workforce Services, Brian Head

Resort employs between 100-249 employees. Assuming the maximum number of employees are working we can normally distribute these workers across AMI categories for leisure workers to get a more accurate picture of demand.

Overall, Brian Head has an estimated deficit of 135 units that are affordable for hospitality and leisure workers. This is most likely an inflated number since most leisure industry workers would not buy a home for temporary employment. This estimate also does not consider housing provided by employers or workers sharing units. Brian Head is most in need of apartments that can be rented during the winter months by temporary workers for about \$485 a month or less (as of 2019). The monthly rental supply is depressed by the success of the nightly rental market, deepening the issue.

Future Demand

Future demand for short term rental opportunities will continue to drive the cost of rental housing in Brian Head, particularly during the winter season.

Demand for new construction will most likely follow trends of the broader economy. *(See also Building Activity Summary in the Appendix of this Plan).*

Building Permitting + Inspection

Current Conditions

Brian Head Town seeks to ensure that the intents of the General Plan and the Land Management Code, as well as safe building practices, are attained through permitting and inspection. At times in the past the Town has employed an in-house building inspector who reviewed plans for compliance with both the Land Management Code (LMC) and the International Building Code (IBC) and subsequently performed inspections to ensure that development was proceeding according to the approved plans. Currently the Town contracts with Iron County Building Department to provide plan review services and building inspection services for compliance with IBC while Town staff reviews plans for compliance with the LMC.

Code Enforcement

Current Conditions

The Town takes a two-pronged approach to enforcing the elements of the LMC which are outside of the building permit process, as well as provisions of the nuisance ordinance, business licensing, and other Town ordinances not typically enforced through public safety: 1) Town staff responds to and investigates complaints from the public, and 2) Town staff proactively patrols the Town from time-to-time to discover and investigate code infractions. The ultimate goal is to achieve compliance rather than to produce revenue.

Community Development Policies

Policy A- Establish orderly, planned growth and development of Brian Head that enhances Brian Head's distinctive mountain resort environment and small-town character, and provides consistent services and infrastructure suitable for consumer expectations while remaining in harmony with the mountain atmosphere.

1. Utility and infrastructure improvements should meet consumer expectations and needs such as asphalt streets, water, sewer, natural gas, electricity, telecommunications, television, waste collection and recycling services.
2. Require developers of projects to design improvements to be compatible with the severe weather conditions that exist and to incorporate natural vegetation that is capable of surviving in this environment into the landscaping plans.
3. Establish Village Core areas where higher density mixed uses will promote a downtown appearance for pedestrian-oriented destination living, shopping and dining facilities to exist.
4. Promote a variety of living accommodations for both permanent and transient populations, with a mix of hotels, condominiums, and single-family dwellings that exist in harmony with the mountain environment.
5. Provide for areas where limited, light industrial type activities can be conducted, in order to meet the needs of Brian Head citizens without deterring from the beauty and peacefulness of the valley.
6. Preserve the quality and quantity of open space which gives the town its unique character. Establish trails and recreation areas that are intertwined with open space.
7. Support development without putting at risk natural setting.

Policy B - Create a more pedestrian-friendly community. As a new development is proposed, and/or as resources become available to the Town, invest in things that promote an active lifestyle.

1. Ensure that the Meadow (and Village Core area) is preserved as a central point of the community.
2. In the Village Core area, support developments that incorporate trees, a landscaped buffer from traffic, ornamental plantings with year-round appeal, public art, benches, and pedestrian lighting.
3. Construct and maintain connected network of pathways of adequate widths along streets for modes of transportation other than driving.

Policy C - Preserve and enhance the visitor experience.

1. Improve the first impression of Brian Head by paying special attention to gateway areas.
2. Preserve and enhance the resident and guest experience with convenience and accessibility, appearance and memorable image, quality and variety of activities, maintenance and cleanliness of facilities, and safety.
3. Adopt guidelines to address night lighting in-town for both public and private spaces in order to become designated as a "Dark Skies Community".
4. Work toward redeveloping the Highway 143 corridor to be more like a mountain resort town Main Street.

Policy D - Require mass, density, color and design of buildings that blend with the mountain environment, elevation, and weather conditions and do not distract from the natural setting.

1. Visually prominent colors and architectural styles should be in harmony with the natural colors found in the area and reflect a mountain lodge or cabin appearance, using wood and stone finishes.
2. Discourage contemporary architecture and use of materials and colors typical of urban development that distract from the mountain environment and natural vegetation.
3. Preserve solar access to adjacent properties through building height and setback regulations.

Policy E - Work with other agencies to find solutions to regional housing problems. *(Note: It is anticipated that the*

Town will maintain an ongoing partnership with the Five County Association of Governments to find solutions to the region's housing issues).

1. Coordinate regularly with the Five County AOG to ensure access to federal and regional housing assistance programs, grants, residential rehabilitation loans, and down-payment/closing cost assistance programs, etc.
2. Continue to work with nearby municipalities to ensure that workforce housing and transportation for employees is provided.

Policy F - Provide opportunities for housing that meets the needs of a broad range of incomes, family compositions (singles, couples, and families with children), and ages.

1. Provide opportunities for development of affordable homes to those of low and moderate incomes who work and reside in Brian Head.
2. Include in each neighborhood a share of lower cost housing—to avoid enclaves of a single income level (especially isolating lower income neighborhoods), as well as to avoid sameness of appearance.
3. Assure opportunities exist for future developments to provide a mix and range of densities that allow a variety of housing types, including apartments, townhouses, condominiums, and detached single-family homes.
4. The Town discourages the use of recreational vehicle parks for long-term residency.
5. Consider expanding the amount of land that is zoned to allow accessory units to create more rental opportunities for workforce employees.

Policy G - Establish a business and development climate that is attractive to and encourage resort-complementary commercial establishments.

1. Promote Village Core areas for higher density mixed uses that will promote a town center.
2. Promote shared uses such as residential and office space either over or behind retail space.
3. Promote General Commercial business areas with frontage along SR-143 in identified nodes.
4. Provide for areas where limited industrial type activities can be conducted.
5. Look for ways to improve parking in commercial areas.
6. Create a level-of-service goal for administering the development application review process.

Policy H - Maintain effective relationships with land management entities in the area. Continue to invest in communication and coordination with federal, state, and county about the Town's efforts and priorities.

1. Consistently provide input and support to the USFS trail development initiatives, particularly during the early phases of restoration from the recent fire event.

Applicable Administrative Policies and Master Plans

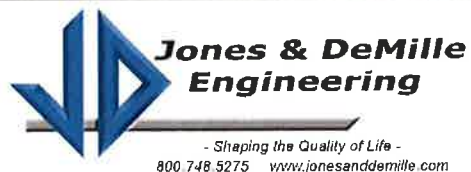
- Annexation Policy
- Business Beautification Program
- Public Works Standards
- Special Assessment Area Policy
- Economic Development Incentive Policy
- Sustainable Recreation & Tourism Plan
- Trails Master Plan
- Storm Drainage Master Plan (unadopted)
- Community Development Project Area Plan
- Code Enforcement Policy

Chapter 4 - Transportation

Current Conditions

It is essential to analyze and recommend roadway improvements based on an understanding of the historical land use patterns within Brian Head. Land use develops along transportation corridors and typically shapes and follows the future land use plans identified by the Town. Brian Head has a unique network in the sense that everything feeds off SR-143, which is the main lifeline through Town.

- Most of the roadways in Brian Head are two-lane roads. Most of them are between 17 and 26 feet wide.
- Topography is a major constraint to all types of development. Notwithstanding those challenges, the Town recognizes the need to maintain multiple access points to different areas of the community.
- On these roads, there were 22 reported accidents from 2010 to 2017. 20 of those accidents occurred on SR-143.
- Because Brian Head's main corridor is a state highway, 3 of the 20 accidents were due to local street traffic intersecting the Highway. This is important to understand because it should influence how future improvements are made and how access is managed. Safety can be improved by limiting access to certain roads, or by including traffic calming devices on certain roads.
- Maintenance of the existing transportation facilities and construction of new facilities come primarily from revenue sources that include the Brian Head general fund, and State Class C funds. Financing for local transportation projects consists of a combination of federal, state, and local revenues. However, this total is not entirely available for transportation improvement projects, since annual operating and maintenance costs must be deducted from the total revenue. In addition, the Town is limited in its ability to subsidize the transportation budget from general fund revenues.
- The Town currently provides snow removal service in all public rights-of-way which require wintertime access. As the local economy requires accessibility for skiers and other outdoor recreation tourists, keeping the roads open is of paramount importance. The Town will continue its efforts to provide snow removal service in the most efficient and effective ways possible.
- Due to the small area and challenges with parking during peak times, alternative modes of transportation are growing in importance. More and more visitors are choosing to walk to their destinations, even on snow-covered roads in the winter, either as a means of recreation or as an alternative to getting in their vehicle and dealing with parking issues. This trend toward more pedestrians in Brian Head is not expected to decline. In the summer, with the growing emphasis on the mountain biking economy, more and more visitors are choosing to get around town on a bike. Off-Highway Vehicles (OHVs) are ubiquitous in Brian Head and the surrounding areas, particularly in the summer, but also snowmobiles in the winter. With growing numbers of visitors using a variety of transportation methods, the Town is beginning to struggle with providing safe and user-friendly infrastructure for these alternative transportation methods.
- Prior to 1996, Brian Head Ski Resort provided shuttle service within town for guests of the Resort. Since then the Town has provided public transit services Under Section 10-1-203(5) of Utah State Statute, which allows for municipalities to levy a business license fee for "an enhanced level of municipal services" provided to those businesses. The Town contracts out for the provision of these transit services annually, and the service runs from December through mid-April.



1

Map Name: H:\GIS\Projects\2010-2040\Design\GIS\Projects\Bran Head Town\2010 General Plan.aprx - Bran Head Town Transportation & 5x11		
Project Number: 1810 B24	Drawn by: JEM 11-18	Last Edit: 11/26/2018

Impact Fees + Traffic Impact Studies

Brian Head does not currently have a street impact fee for transportation improvements. The impact fees can 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.

As part of furthering this plan and deciding how to use funds wisely, Brian Head Town may consider requiring an impact fee for any new developments. It may also consider requiring a Traffic Impact Study (TIS) for very large developments. 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 the location of local roads.

Roadway Design

A safe transportation system is one of the top priorities of Brian Head. Their intent is to provide safe interactions among pedestrians, motorists, skiers and cyclists. New roads should be designed to give proper access to emergency vehicles and should be well maintained. Also, roadways and walkways should be designed in a way that all people can equally access and use the transportation system.

Access Management

Access management is a critical factor to the safety and function of the transportation system. 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, and interchange-to-crossroad access spacing.

Since the main road through the Town is a state highway, the Town cannot control access on the main arterial. The



Town can, however, focus on allowing more access to local collectors to slow down traffic and minimize cut-through traffic as the state highway becomes more congested.

Future commercial and/or high-density residential development along SR-143 should anticipate access management requirements from UDOT.

Public Transportation

If done correctly, public transportation services can reduce traffic on roads. Brian Head currently has shuttle services during ski season, which are paid for by the Enhanced Services Business License Fee to help reduce traffic and parking issues. The Town will continue to expand this service as needed as development continues.

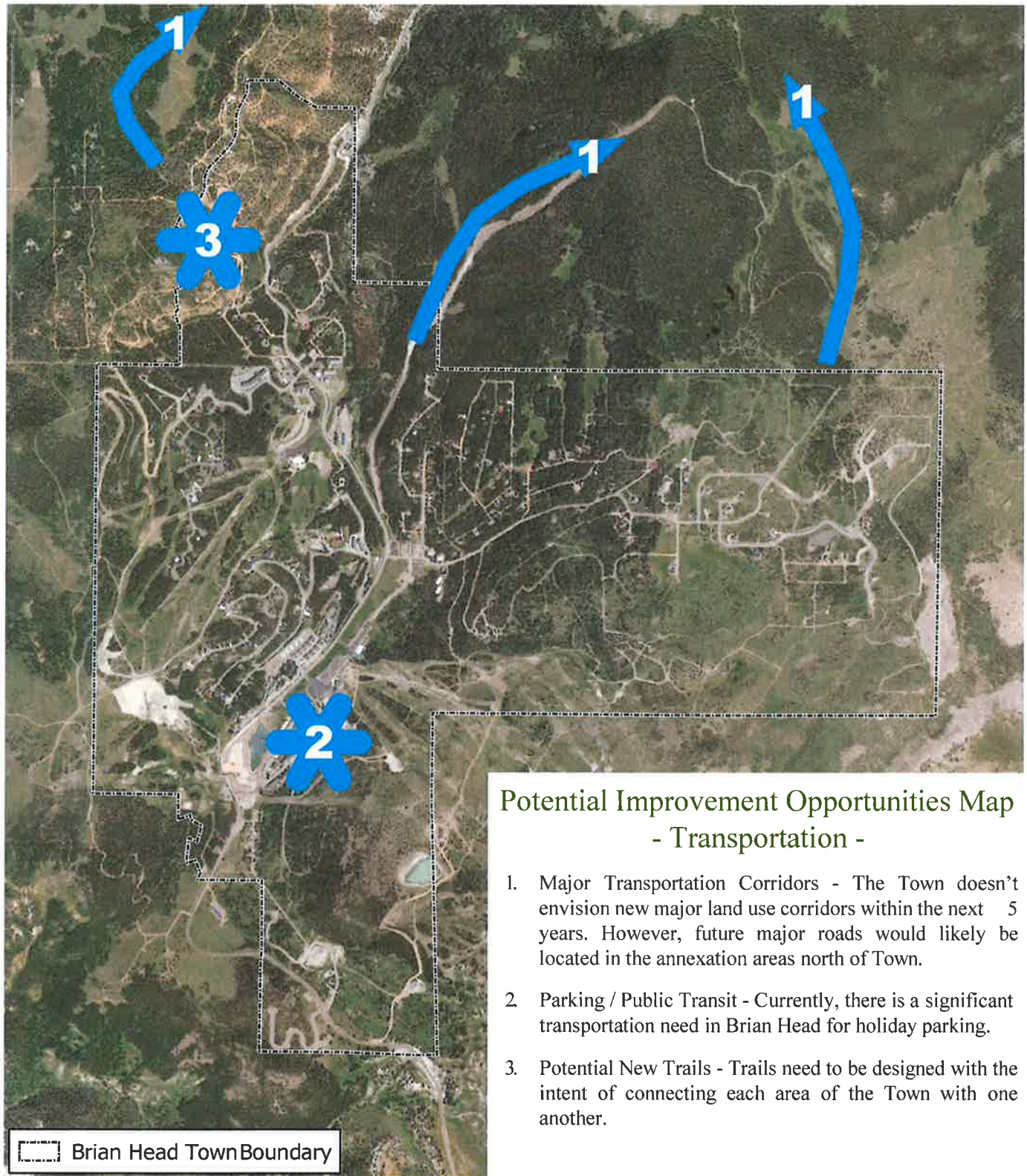
Essential to this system is connectivity to areas outside of the Town's boundaries on a regional scale. Public transit connects origins and destinations within the Town only. Brian Head is interested in proposals to expand service to neighboring Cedar City and Parowan. A separate study should be conducted to determine regional transportation plans and how Brian Head can assist in the realization of those plans.

Pedestrian + Bike Environment

Also essential to an optimized transportation system is bike and pedestrian infrastructure. Brian Head intends to be a walkable and bikeable community for both residents and visitors. The Town recently completed a first phase of a paved multi-use Town Trail connecting pedestrians and bicyclists from the hotels on the north end of town to the commercial core of town. Future phases are anticipated which would expand the paved Town Trail from the north to the south end of town, forming the backbone of the Town's eventual trail system.

While the emphasis for pedestrian and bike mobility is in the commercial core, the eventual vision includes safe multi-use access separated from roadways throughout town. The Town is also interested in eventual multi-use path connections to destinations out of town, such as Cedar Breaks and Parowan.





Policies

Policy I - Develop a transportation infrastructure to accommodate both residents and visitors alike.

1. Develop and maintain transportation systems of adequate size and capacity to serve the existing and projected permanent and visitor peak population.
2. Continue to consider the design, maintenance and aesthetics of public improvements in a comprehensive way. In general, the following policies will apply to existing and proposed improvements:
 - a. Street paving and pedestrian surfacing materials should be economical, serviceable, permeable where practicable, easy to repair, and the variety of surfacing materials should be kept to a minimum.
 - b. Pedestrian, plaza, landscaping, street furnishing improvements and parking areas should not be allowed to compete with the town's mountain vistas.
 - c. Provisions should be made for future undergrounding of utility services. No new above-ground utility service lines will be created, and special attention should be given to landscape restoration.
 - d. Landscaping within right-of-ways shall be reviewed on a case-by-case basis relative to existing and future right-of-way uses and should employ native species where possible.
 - e. Parking, pedestrian, landscaping, plaza and street furnishing improvements should be designed to accommodate snowfall and snow removal and storage.
 - f. Access for the disabled shall be addressed in all public improvements.

Policy J - Provide a robust level of parking for residents and visitors throughout the year.

1. The parking policy shall be to require on-site parking sufficient to meet the anticipated parking demand of proposed development or a "payment in lieu of parking." The payment of parking in-lieu

fees shall be regularly reviewed to ensure that they are sufficient to meet the costs of land acquisition and parking development.

2. Provide adequate and consistent enforcement of parking regulations.
3. Ensure parking spaces required by the Town are available for the intended uses, and not obstructed or used for other purposes.
4. The Town will look into limiting on-street parking located within the commercial districts to encourage frequent turnover. All-day skier, event and employee parking on-street in these districts shall be discouraged.
5. Provide adequate parking facilities to serve the demand of visitors, residents and commuters while balancing the desire to maintain a pedestrian-oriented community that discourages unnecessary use of private vehicles.

Policy K - Implement pedestrian-focused design throughout the Town.

1. Shared street concepts (a pedestrian way with single lanes for vehicles) shall be utilized on hillsides and in other low volume street situations where deemed appropriate.
2. Provide a pedestrian oriented sidewalk, path and trail system that offers convenient access throughout the entire town.
3. Develop more multi-use pathways in Brian Head and tie into the Town Trail system and surrounding trail system policy.
4. Consider strategies to clearly reduce speed limits within Town boundaries in order to enhance the sense of place in the Town.

Policy L - Focus transportation infrastructure improvements on critical aspects of transportation.

1. Maintain the ability to provide access for fire and ambulance protection, delivery, and public transportation service in all areas of the town.

Policy M – Reduce parking and traffic issues through public transportation.

1. Provide fare-free public transit during peak times.
2. Work with neighboring entities and UDOT on regional transportation issues.

Policy N – Continue multi-user transportation model including legal and orderly OHV usage.

1. Allow OHVs to use Town roads and provide OHV trail access to Forest Service and Iron County OHV trail systems.
2. Educate and inform OHV users to avoid conflicts between motorized and non-motorized users.

Applicable Administrative Policies and Master Plans

- Snow Removal Policy
- Transportation Master Plan
- Streets Preservation Program
- Trails Master Plan

Chapter 5 - Recreation + Open Space

Existing Conditions

Brian Head was founded almost exclusively on its recreation and open space amenities. Therefore, the preservation and management of these assets is of primary importance to the Town.

Brian Head desires to maintain and cultivate recreational opportunities that serve the interests of both residents and visitors. These recreation opportunities are crucially important drivers of the local and regional economy. Brian Head can capitalize on visitation to nearby national parks and beautiful areas through these assets.

The most significant existing recreation opportunities in Brian Head obviously include the ski resort areas and surrounding mountain terrain. Many in the community consider the “Meadow” area (open space adjacent to the Highway) as a critical open space amenity.

The Town’s annexation policy includes a provision that “development in sensitive lands will be limited in order to protect and preserve environmentally and geologically sensitive lands in Brian Head. New development shall be prohibited above the elevation of 10,500 feet (mean sea level), unless it can be demonstrated that the development would not adversely impact the area.”

Special Designations + Protection Areas

The prior general plan noted that following the approval of many subdivisions, protection zones have been established

around several springs that provide the Town’s water supply. These areas should be preserved as undeveloped space.

Regional land ownership by the federal government creates impacts on recreation opportunities in Brian Head. The Town maintains a close working relationship with those entities.

The approach to the “S-Curve” area in the northern gateway should be preserved in its natural setting.

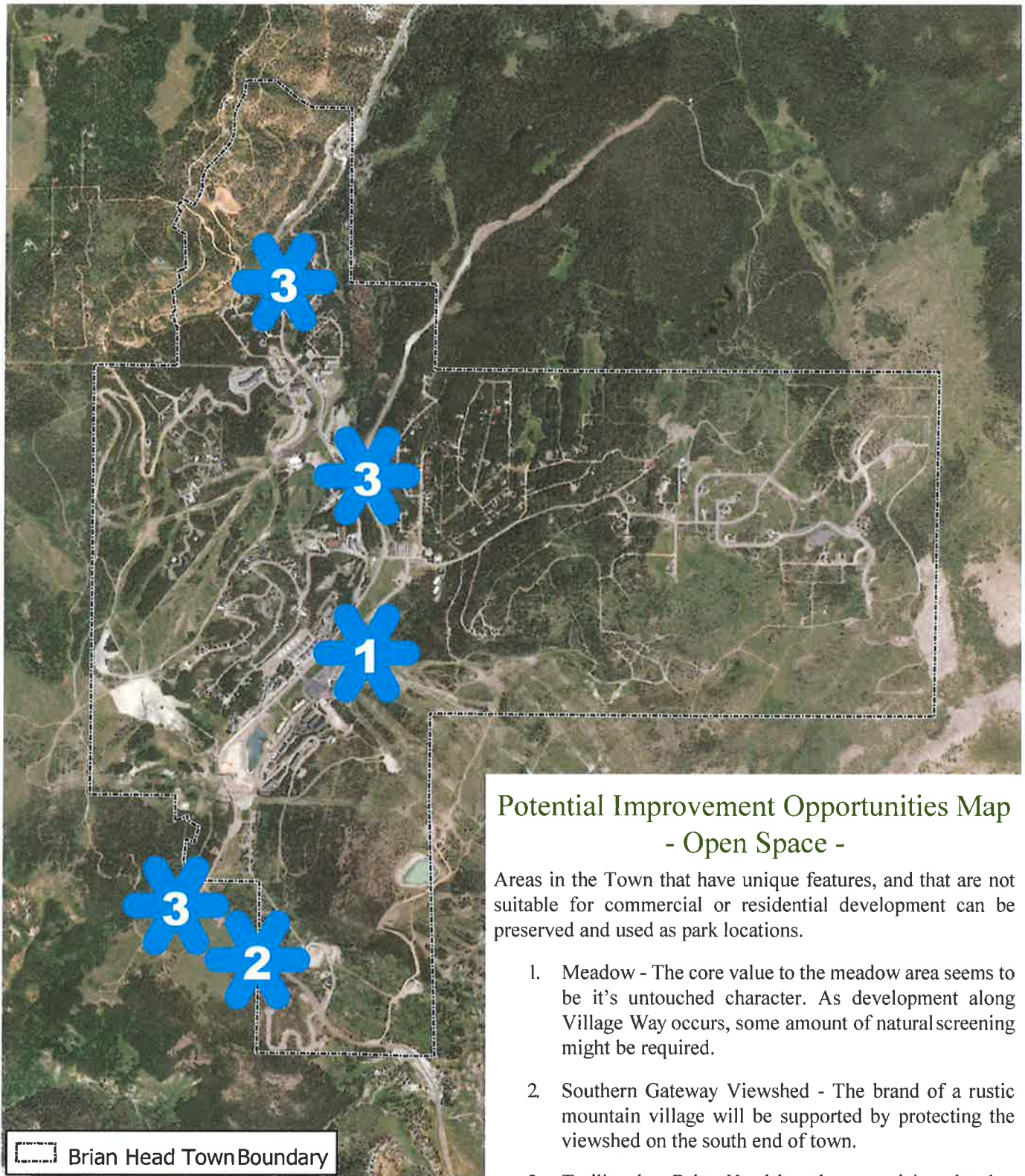
Due to its mountain location, open space issues need to also include risk mitigation, and pay particular attention to defensible space requirements and enforcement.

Community Parks

The Town currently owns and operates one community park – Bristlecone Park & Pond. Once part of the “Meadow”, the Town excavated the area for water storage as part of an agreement with Parowan Reservoir Company. The resultant pond is stocked with fish each year and has become a local recreational attraction. The Town has steadily been developing the area around the pond into a park with picnic and pavilion areas, swaths of manicured grass, a walking trail, playground, and sports amenities. The entire area is quickly becoming the summer focal point in town.

The parcel of land owned by the Town on the northwest corner of the town boundary adjacent to Aspen Drive could also someday be developed into more of a rustic park, with potential for walking trails and campsites.





Policies

Policy O - Implement Regional Recreation Plans. Work with federal, state and county stakeholders to develop the opportunities identified by the Brian Head Sustainable Recreation and Tourism Plan (2018).

1. Identify system priorities that match funding opportunities.
2. Invite volunteers to assist with project development plans.

Policy P - Improvement and Maintenance of Open Space. Brian Head seeks to maintain recreation facilities and natural assets to improve quality of life and area property values.

1. Ensure the Meadow is preserved as a focal point of the community.
2. Use citizen volunteers for select maintenance projects.

Policy Q - Improve Recreation Opportunities. Brian Head encourages the development and maintenance of parks with quality recreational facilities that connect all parts of the community.

1. As resources become available, work with county and neighboring communities to provide programs for a variety of passive and active recreational opportunities for all area residents.
2. As resources and opportunities allow, obtain land and facilities as they become available and/or ahead of need for subsequent improvement to meet future recreational and open space needs in community expansion areas.
3. All recreation improvements will be family friendly as much as possible.

Policy R - Public/Private Cooperation. Brian Head supports public/private cooperation in developing recreation and open space improvements, services, and facilities.

1. Encourage residential and commercial developers to improve and/or construct recreational facilities, in lieu of paying fees for developments that will generate additional demand beyond existing recreational infrastructure capacity.

Applicable Administrative Policies and Master Plans

- Trails Master Plan
- Brian Head Area Sustainable Recreation and Tourism Plan

Chapter 6 - Public Safety

Existing Conditions

Brian Head Town provides several facets of public safety and emergency services to residents of Brian Head as well as surrounding unincorporated areas through the Brian Head Town Public Safety Department (or Marshals Office). Services currently include law enforcement, structural and wildland fire protection, emergency medical response search and rescue operations, and dive rescue. They are also involved in the non-administrative aspects of code enforcement and participate in the land use process through fire inspections. Iron County provides dispatch services and, through 3rd party contract, ambulance service.

Though a relatively small department, Brian Head Marshals provide an unusually, perhaps uniquely high level of service for a town the size of Brian Head by utilizing a remarkable program of in-house training and cross-training. Each of the Town's full-time marshals are certified as peace officers, structural and wildland fire, and EMTs. They are also skilled in ice and dive rescue operations, tactical combat care, snowmobile search and rescue, and a host of other disciplines.

In addition to the full-time and part-time marshals, the Town boasts a robust and well-trained volunteer fire department. Many of the volunteer firefighters are also certified to fight wildland fire. During the fire season, they are often deployed to fight wildfires away from Brian Head using Brian Head Town equipment. This generates a revenue stream that massively offsets the costs of local fire protections for Brian Head residents.

Law Enforcement

The Town seeks to provide 24/7 law enforcement coverage to the Town and immediately surrounding areas. The local economy often brings in a level of crime one might not expect to see in a community this size. The Town aims to take preventative measures to limit this crime through a highly visible law enforcement presence and community policing. When crime does occur in the community, the Town is dedicated to responding and investigating in an effective and professional manner, ultimately preparing investigations for prosecution.

Also, as a mountain resort town many of the homes and properties are often unoccupied and unattended creating ongoing security concerns. The Town assumes the responsibility for patrolling and minimizing risk to properties and assets.

Structural Fire

The Town will take measures to minimize the risk of life, properties and assets being lost to fire by employing and training full-time fire fighters and by fostering and training a local volunteer firefighting unit. The Town intends to own and maintain sufficient equipment for effectively fighting the various types of fires that may be encountered in town and the immediate surrounding areas. The Town aims to maintain a high ISO rating.

Wildland Fire

Because Brian Head is bordered by forest, the risk that wildland fire presents to the town is significant. Therefore, the Town will train all of its fire personnel to fight wildland fire as well as structural fire and will maintain appropriate equipment to protect the town from wildland fire.

Because the cost of fire equipment and training can be significant, the Town will simultaneously provide experience opportunities to fire personnel and create a revenue stream to offset fire expenses by assisting other communities in responding to wildland fire incidents. The Town will take all possible measures to avoid allowing wildland fire response outside of the community to leave the town significantly less protected.

Emergency Medical Service

The Town will provide first responder medical services by training full-time marshals in EMS. The Town aims to provide sufficient service to maintain life safety until ambulance/EMT/paramedic service can arrive.

Search & Rescue Operations

The Town will assist County search and rescue operations. Often this may entail providing initial response if we are dispatched to do so.

Emergency Management

The Town will maintain emergency management response plans that are consistent with surrounding agencies and national incident management policies. The Town will be the lead agency on local incidents and may act in a support role in regional incidents.

Policies

Policy S – Provide public safety coverage of Brian Head Town 24 hours a day 7 days a week.

1. Provide a proactive and highly visible police presence throughout the town.
2. Patrol the town at least one time per shift whenever possible.
3. Minimize response times for calls.
4. Prioritize in-progress and life-threatening calls for immediate response, and property endangerment as soon-as possible.

Policy T - Work cooperatively with surrounding agencies (interoperability)

1. Cover unincorporated Iron County areas surrounding Brian Head.
2. Provide backup for Parowan and other neighboring cities/towns.
3. Cooperate with Gold Cross, Life Flight, and Brian Head Ski Patrol for emergency medical response and transport.
4. Work cooperatively with federal law enforcement to provide coverage for Dixie National Forest and Cedar Breaks National Monument.
5. Continue joint training with regional and state fire departments to ensure seamless response to large fire events.
6. Train on and utilize the National Incident Mgt System (NIMS) for widespread emergency response.

Policy U – Cross train all full-time officers in police, fire, and emergency medical services.

1. Utilize a train-the-trainer model where feasible and economical.
2. Train officers in other disciplines, such as dive and ice rescue, which are applicable to Brian Head when time and budget allow.

Policy V – Retain, recruit, train, and equip highly qualified public safety officers.

1. Ensure that public safety officers are appropriately equipped and have the tools necessary to properly and safely perform their functions.
2. Retain and recruit only the most qualified, highly motivated persons of strong moral fiber, high standards, physical fitness and of strong character.

Policy W – Systematically communicate with the public to develop trust and partnerships which will assist in proactively addressing public safety issues.

1. Officers should be familiar with owners and operators of local businesses.
2. Work with local associations and committees on matters related to public safety.
3. Be friendly and approachable.
4. Emphasize educating the public and guests in the town on local laws and policies rather than strict or harsh enforcement for non-egregious offenses.

Policy X – Support the development of a robust volunteer fire department by actively recruiting broadly and consistently offering training and advancement opportunities.

Policy Y - Emphasize fire prevention education and partner with the public on fire safety measures recommended by the Community Wildlife Preparedness Program (CWPP) Committee.

Chapter 7 - Water

Existing Conditions

Brian Head provides culinary water service to the residents of Brian Head. This includes acquiring sufficient water rights as well as the development and maintenance of water sources, storage and distribution systems. The Town also ensures that the water meets state standards of quality and safety.

The Brian Head Public Works Department is responsible for maintaining appropriate training and certification levels to provide maintenance service and water quality assurance. The Public Works Department manages all water system capital projects, works with the Building Department to ensure proper connection and metering of customers, handles all water line breaks and system maintenance, conducts utility billing, and should it become necessary, perform any water treatment required.

The Brian Head Water System consists of:

- Three wells and seven springs (four active, three inactive)
- Four storage tanks with about 3 million gallons total capacity
- Bulk water dispenser located at Town Hall which services customers in recently annexed areas or yet unincorporated areas which are not on the Town's culinary water system and purchase bulk water to fill storage tanks in their cabins
- 92,975 linear feet of water distribution lines.
- 1,223 connections; all but 19 of them being for residential use.

Currently, the culinary water delivered to residents from the Town's system does not require chlorination. It is largely untreated mountain spring water. This is an amenity that is very much appreciated by Town residents and guests.

Water Quantity

The Town obtains and maintains water through purchasing water rights and leasing water. The Town assumes responsibility for building and maintaining the water storage and distribution system and will assist new and annexed subdivisions in planning and effectuating expansions to the Town water system.

Water Quality

As the operator of the water system, the Town aims to maintain high water quality through testing and appropriately treating water. The water system will be designed and maintained in a manner that provides the best chance for maintaining water quality.

Policies

Policy Z – Brian Head Town will provide a sufficient and reliable supply of clean, high-quality water to its residents, businesses and guests

1. Brian Head Town will supply sufficient water for business and residential use as well as snowmaking. The Town will purchase water rights where feasible/economical, and lease water rights when long-term and economical arrangements can be made
2. The system will be monitored and maintained at a high standard to minimize service outages
3. Public Works will promptly and professionally respond to all emergency calls within a reasonable time to minimize leaks and service outages
4. The Town aims to provide clean, natural, untreated water. Public Works will take every care to properly sample and test water regularly to ensure that it is clean and safe. General chlorination of the system is to be avoided, but chlorination should be used in limited amounts when necessary to ensure the safety of the water system.
5. Redundancy and looping should be built into the system to ensure continuous service and fire flow and ensuring water quality

Policy AA – Retain, recruit, train and equip highly Public Works technicians.

1. Ensure that Public Works technicians are appropriately equipped and have access to the tools necessary to properly and safely perform their functions.
2. Retain and recruit highly qualified and motivated technicians with water operator certifications or the ability to quickly obtain water operator certifications.

Policy AB – The Town encourages its residents, businesses and guests to reasonably conserve water

1. The Town employs a progressive tiered rate structure to encourage water conservation.

Policy AC – The Town aims to work with local property owners to appropriately develop and expand the water system.

1. All developed properties within 300 feet of a distribution line are required to hook into the Town's water system according to state statute.
2. The Town may extend credits on impact fees for individuals who expand the Town's system at their own expense.
3. Subdivisions are expected to fund development of the Town's water system through a Special Assessment Area or similar financial agreement.
4. All improvements to the Town's water system will be in alignment with the Town's Public Works Standards.



current location of public works facility

Chapter 8 - Wastewater

Existing Conditions

Brian Head Town provides wastewater collection and treatment services.

The Brian Head wastewater collection system consists of 46,580 linear feet of sewer lines. The Public Works Department is responsible for the maintenance, cleaning, and repairs of these sewer lines, as well as managing capital improvements of the system.

Brian Head contracts wastewater treatment with Parowan City, which treats the wastewater in sewer lagoons northwest of Parowan City. Brian Head maintains a trunk line down along Highway 143 in Parowan Canyon which feeds into the Parowan City wastewater system and eventually makes its way to the sewer lagoons. The current agreement with Parowan City runs through 2030.

Wastewater Collection

The prior general plan stated goals of expanding the sewage collection system to properties not currently serviced. The plan recommended the establishment of assessment areas to facilitate this expansion into areas not currently serviced.

Wastewater Treatment

The Town has contemplated construction of a wastewater treatment facility on the mountain and discontinuing its partnership with Parowan City following retirement of the bond's debt for the existing shared sewer lagoons in 2026. This idea is fraught with challenges, including finding a suitable location for the facility that doesn't mar the aesthetics of the Town's entryway corridor, handling the cost of such a facility, and maintaining a backup plan should the facility fail. However, if these challenges can be overcome, there would be benefits, including the development of a reclaimed water source that can be used as a bartering chip with the Parowan Reservoir Company in the Town's efforts to complete a change order on water rights the Town has previously purchased.

Policies

Policy AD – Brian Head Town will provide a sufficient and reliable wastewater collection, conveyance and treatment system to ensure the health and welfare of its residents, businesses and guests.

1. The collection and conveyance system will be monitored, cleaned and maintained regularly to minimize the risk of effluent leakage or service outages.
2. Public Works will promptly and professionally respond to all emergency calls within a reasonable time to minimize leaks and service outages.
3. The Town will work jointly with Parowan City for the appropriate and efficient treatment of wastewater.
4. The Town will explore options for future self-sufficiency of wastewater treatment.

Policy AE – Retain, recruit, train and equip highly Public Works technicians.

1. Ensure that Public Works technicians are appropriately equipped and have access to the tools necessary to properly and safely perform their functions.
2. Retain and recruit highly qualified and motivated technicians with wastewater operator certifications or the ability to quickly obtain wastewater operator certifications.

Policy AF – The Town aims to work with local property owners to appropriately develop and expand the wastewater system.

1. All developed properties within 300 feet of the wastewater system are required to hook into the

Town's wastewater system according to state statute.

2. The Town may extend credits on impact fees for individuals who expand the Town's system at their own expense.
3. Subdivisions are expected to fund development of the Town's wastewater system through a Special Assessment Area or similar financial agreement.
4. All improvements to the Town's wastewater system will be in alignment with the Town's Public Works Standards.
5. The Town will not allow any development of the Town's wastewater system to threaten watershed or spring protection areas with contamination.

Chapter 9 - Solid Waste

Existing Conditions

Brian Head Town provides residential and commercial solid waste (trash) removal. The Town currently owns and maintains two garbage trucks and 91 dumpsters which are distributed throughout the town in both commercial and residential areas. There is no residential curbside pickup. All residential trash must be disposed of in a neighborhood dumpster. The Town also operates under an agreement with Iron County to provide residential trash pickup for surrounding unincorporated neighborhoods.

The Public Works Department collects the trash and hauls it to the Iron County landfill west of Cedar City. The Town does not currently provide any recycling service due to the high cost of providing the service.

Solid Waste Removal

Growth in visitors to Brian Head has led to difficulty maintaining a high level of trash removal service. With the waves of people coming and going in Town, particularly on holiday weekends, dumpsters often fill about as fast as they can be removed. Current solutions to this problem include distributing additional dumpsters and doing additional pickups on heavy weekends.

In the future, other methodologies for providing this service may become necessary. These may include a transfer station, additional trucks or roll-offs, and dedicated personnel.

Two other challenges affecting trash removal service are construction waste and high winds. Often the dumpsters are hampered by construction debris and large items such as appliances and furniture being placed in the dumpster, leaving no room for household trash. Also, high winds often blow open lids on the dumpsters and send trash flying about the town. These challenges are currently being addressed through stricter enforcement and experimenting with different types of lids and dumpster enclosures.

Recycling

The Town attempted to provide recycling service for several years up until 2018. This service has been indefinitely discontinued due in large part to the lack of a suitable recycling center in Iron County. The closest recycling facility is in St George, and they are currently only receiving cardboard. Various national and international economic pressures account for the lack of demand for recyclable material, and although the Town is committed to good environmental stewardship, current market conditions don't allow for a reasonable and cost-effective recycling program in Brian Head. The Town intends to revisit the idea from time to time.

Policies

AG – The Town will collect and remove compactible household and compactible commercial trash, not construction/industrial type waste.

1. To balance effective solid waste removal service with a low utility rate burden, residential service is offered to neighborhoods rather than individual residences (no curbside service).
2. Dumpsters will be provided to commercial businesses by the Town.
3. The Town will seek to obtain the easements and parcels necessary to ensure strategic and centralized public locations for dumpsters

AH – The Town will provide sufficient trash removal service to ensure that dumpsters are not overflowing and the beauty of the town is not negatively impacted.

1. Operations may expand and contract to fit demand.
2. Dumpster locations and solid waste removal equipment will remain clean and presentable.
3. Public Works staff will emphasize education and enforcement to promote compliance with local ordinance regarding disposal of non-household trash and the proper usage of Town-provided dumpsters.
4. The Town will cooperate with surrounding neighborhoods in unincorporated Iron County as well as Dixie National Forest and Cedar Breaks National Monument to provide solid waste removal service regionally.

AI – The Town wishes to promote environmentally responsible recycling programs when feasible and reasonably economical.

AJ – The community supports ordinance efforts aimed at beautification and helping the Town deliver on its brand promise of being in harmony with the environment (i.e. proposals to eliminate plastic bag usage).

Chapter 10 - Support Services

Existing Conditions

The Administration Department provides various support services typical of any organization, including personnel or human resources, public communication and information, and financial management services.

Public Information

The Town is required by State statute to have a Town Clerk who is tasked with maintaining public records in accordance with the Government and Records Access Management Act (GRAMA). This includes providing proper legal notice for all public meetings and hearings, maintaining minutes and recordings for public meetings, properly executing contracts and agreements, etc.

In addition to meeting the requirements of GRAMA, the Administration Department works to use many forms of communication to keep residents and stakeholders up to date with happenings in Town, including social media, email, paper notices in public gathering spots, etc.

Measures have and will continue to be taken to ensure that the Town's communication with residents and stakeholders is flowing through the channels that most effectively disseminate the information.

Finance

There is currently a strong connection between the strategic plan and financial planning and management in Brian Head. The Town Council meets each January to update the annual strategic plan which sets the strategies and actions steps which must be accomplished in the next fiscal year. The Town Manager then proposes a budget formulated to carry out these action steps. The budget is expressed in financial line item terms to meet the requirements of State statute, but it is also expressed in terms of the costs of strategies in order to better inform the decision makers. In this fashion, every penny the Town plans to spend is in support of a strategy

and therefore, is aimed at bringing about the goals and vision of the community.

All significant expenditures in the Town are pre-approved through a purchase order process which ensures that they were anticipated in the budget. Budgets are carefully monitored each month by the management staff, and monthly reports are delivered to the Council. In addition to monitoring the finances, the management staff has monthly check-ins on the progress of action steps, for which quarterly reports are delivered to the Council.

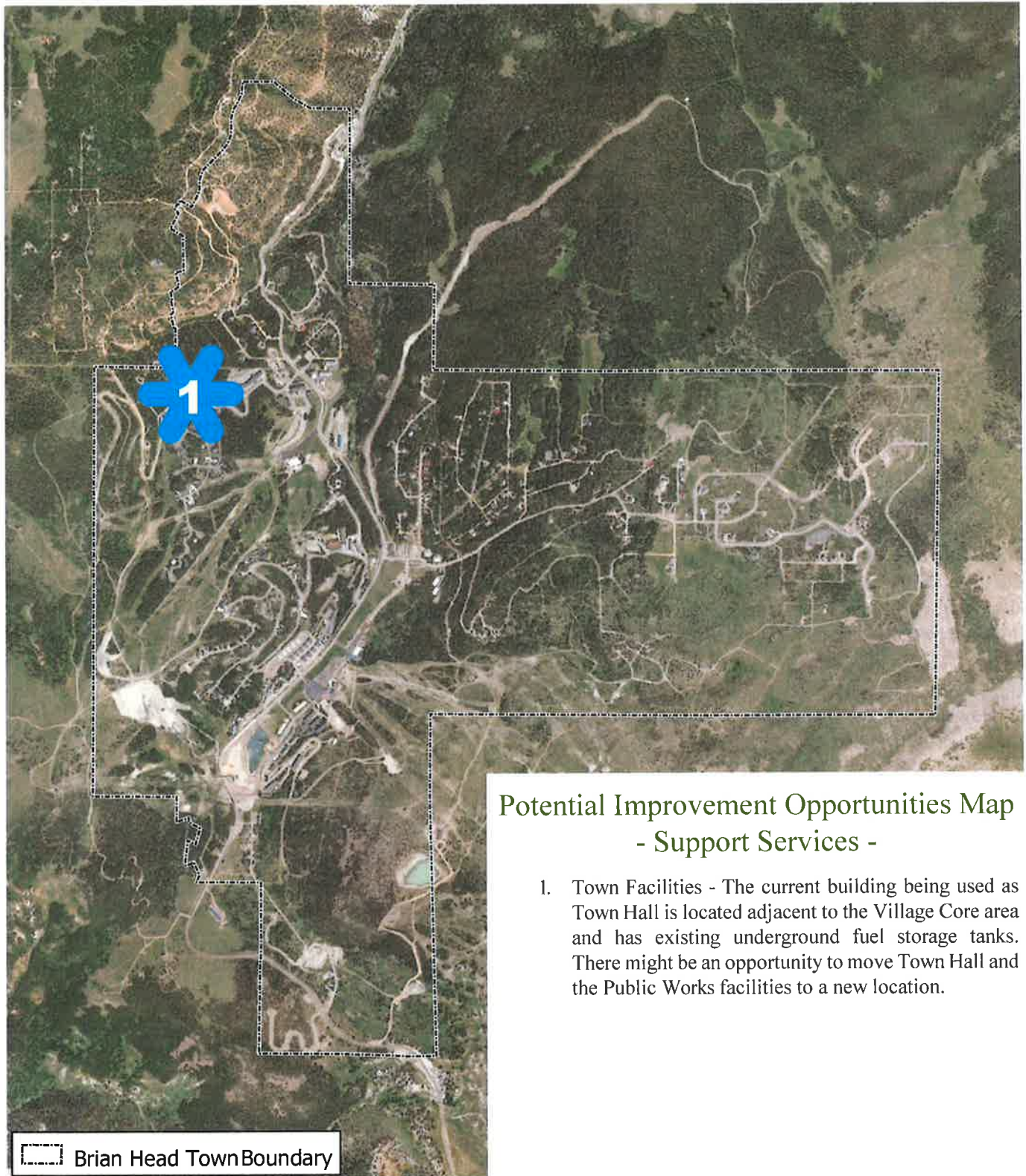
The Town actively manages its capital improvement program and is investing in a depreciable asset replacement program. In recent years, the Town has utilized a Utility Fund model in order to adopt utility rate adjustments aimed at funding its capital improvements.

Appropriate measures and best practices have been put in place to guard against fraud or malfeasance. The Town undergoes an annual review by an outside auditor, and the results are published in the annual consolidated financial reports. The Town also produces a thorough budget document each year which has been awarded the Government Finance Officers Association Distinguished Budget Presentation designation for several years running.

Personnel/Human Resources

The Town must also handle basic human resource functions, such as payroll, benefits administration, recruitment and retention, performance management, discipline, etc. The Town maintains a *Personnel Policies & Procedures* manual to govern its personnel practices and adheres strictly to it.

The Town Manager has ultimate personnel authority for the Town, with personnel authority being delegated to Department Heads according to the *Personnel Policies and Procedures*. The Town Manager serves at the pleasure of the Town Council and Mayor.



Potential Improvement Opportunities Map - Support Services -

1. Town Facilities - The current building being used as Town Hall is located adjacent to the Village Core area and has existing underground fuel storage tanks. There might be an opportunity to move Town Hall and the Public Works facilities to a new location.

Policies

Policy AK - Maintain the strong connection between the strategic plan, general plan, and budgeting process.

1. Host an annual strategic retreat to review and create the goals and policies of Brian Head's General Plan and the strategies and action steps of the annual Strategic Plan as part of its annual budget development process.
2. Present budget information in terms that relate to the annual strategic plan to ensure consistency between the Council's strategies/policies and administration of funds.

Policy AL - Continue to position the Town to operate deliberately.

1. Adopt and update infrastructure master plans for all infrastructure/services the Town intends to provide.
2. Set tax levels and fee rates sufficient to provide for both current and future needs.

Policy AM – Be open and transparent with the public.

1. Strictly adhere to open meeting laws and keep all non-protected deliberations and decisions by the Council visible to the public eye.
2. Welcome public opinion and input on all items of public interest, inviting public input even on items not required by law.

3. Go above and beyond to communicate with the public in the format best suited to them, including electronic communication, social media, etc.

Policy AN – Conservatively manage public finances to minimize any risk

1. Invest excess funds in the state investment pool
2. Follow best practices recommended by an outside auditor to minimize risk of fraud or theft
3. Maintain unencumbered fund balances (rainy day funds) between 25-50% of annual expenditures (3 to 6 months of savings) in operating funds

Policy AO – Foster a positive, friendly, and professional work environment in order to retain the best employees possible given the compensation levels the Town can reasonably afford.

Policy AP – Build relationships of mutual trust and respect with neighboring communities, state and federal agencies, professional associations, and other entities with whom the Town may benefit from a positive association.

1. Encourage communication between staff and other staff in surrounding communities
2. Continue to be active with participation with the Iron County Coordinating Council
3. Maintain open dialog with the County Commission, State and Federal representatives.
4. Foster positive working relationships between the Town, Forest Service, Bureau of Land Management, and State Parks and Recreation.

Appendix

Implementation Recommendations

The strategic plan development and execution in Brian Head is an example of how to run a local government correctly. 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 - Continue Plan and Budget Integration

IDEA #2 - Community Clean-Up Initiative Enforcement

IDEA #3 - Planning Commission Agenda Alignment

IDEA #4 - Adequate Public Facilities (Concurrence)

IDEA #5 - Impact Fees and Financing of Capital Facilities

IDEA #6 - Development Process Flowchart

IDEA #7 - Land Use Code and Zoning Ordinance Update

IDEA #1 - Continue Plan and Budget Integration

Budget is policy, and making a plan without investing in its implementation is largely a waste of everyone's 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 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 biannual "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
- explore ways the Town can assist cleanup initiatives by supporting disposal efforts

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 council that makes decisions that affect the whole enterprise. Because they must deal with a number of short-term issues, it is easy for them to lose focus on any kind of long-term strategy.

Municipalities 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.

- **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 a specified level of service (LOS) standards.

The “adequacy” requirements provides that, for a development project to be approved, infrastructure must be conform 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

Brian Head has water/sewer/public safety impact fees, but they are currently suspended for commercial development and cut in half for residential development. The Courts have judicially approved the concept of impact fees as long as various legal and constitutional requirements are met. Those requirements included procedural due process, substantive due process, equal protection and “earmarking”. The later requirement insures that money collected from the payment of impact fees will be segregated from other Town funds and used only for the purpose for which 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 direction 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.

IDEA #7 - LAND USE Code and Zoning Ordinance Update

It has been estimated that there have been almost **forty** significant changes to the Utah Land Use Development and Management Act since the mid-1990s. While Brian Head has made incremental updates to its land use code over time, **the Town should undertake a comprehensive rewrite of its ordinances** based on the following principles:

- Municipalities are political subdivisions of the state. Therefore, any ordinance revision should include COMPLIANCE ISSUES where the Town is not supported by state statute.
- The general plan serves as the rationale for any ordinance or capital investment a community wants to implement. Ordinance revision should include ALIGNMENT ISSUES related to an internal inconsistency or a lack of justification between the general plan and ordinances.
- One of the most significant statutory impacts to local planning was the recent “PLAIN LANGUAGE” bill (UCA 10-9a-308). Among other things, this requires local codes to be simplified. One thing that stands-out in Brian Head’s ordinances is that it refers to obsolete state code in several places. Any ordinance revision efforts should develop “plain language” by simplifying references, rewriting complicated explanations, and incorporating graphics where possible.



BRIAN HEAD BUILDING DEPARTMENT

2018 SUMMARY OF BUILDING ACTIVITY

	2018	2017	2016	2015
Total # of Building Permits:	18	27	29	5
Total Valuation (in millions):	\$2,276,255	\$4,034,624	\$3,208,917	\$776,425
Total # of Conventional Starts:	5	8	8	3
Total Valuation:	\$1,950,288	\$3,682,950	\$2,692,198	\$762,425
Average:	\$390,058	\$460,368	\$336,525	\$254,142
Total # of Commercial	0	0	1	0
Total Valuation:	\$0	\$0	\$180,000	\$0
Average:	\$0	\$0	\$180,000	
Total # Additions/Remodels	4	4	7	0
Total Valuation:	\$259,767	\$169,174	\$260,219	\$0
Average:	\$64,942	\$42,294	\$37,174	
Total # Misc./Electrical/Gas Piping	8	14	11	2
Total Valuation:	\$47,000	\$93,000	\$68,500	\$14,000
Average:	\$5,875	\$6,643	\$6,227	\$7,000
Total # Accessory Structures	1	1	1	0
Total Valuation:	\$19,200	\$89,500	\$8,000	\$0
Average:	\$19,200	\$89,500	\$8,000	

