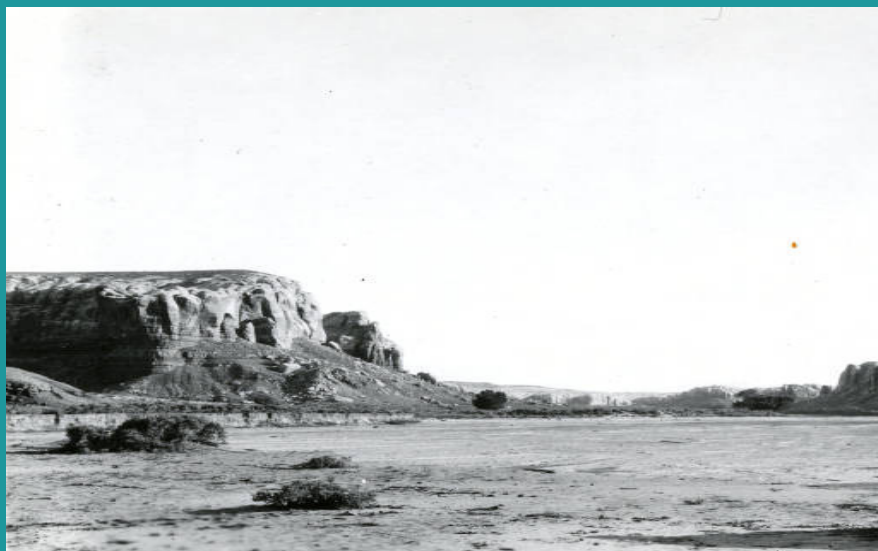


LISTENING TO BLUFF

UNIVERSITY OF UTAH
DEPARTMENT OF CITY AND METROPOLITAN PLANNING
DECEMBER 2016



TABLE OF CONTENTS



5-9

1. INTRODUCTION

Mission & Purpose	1
Acknowledgements	2
Who We Are	3
The Community Visioning Process	4

2. BLUFF

History of Bluff	5
Character of Bluff	9
Voices of Bluff	10

3. STEPS TO A COMMUNITY VISION

A Vision of Incorporation	14
Incorporation Checklist	16
Incorporated Area maps	17

4. A VISION IN ACTION

Governance	19
------------	----

LISTENING TO BLUFF



43-48

4. A VISION IN ACTION CONTINUED

Infrastructure	23
Education	23
Internet & Cellular	25
Waste Management	26
Alternative Energy	27
Water Systems in Bluff	29
Active Transportation	31
Affordable Housing	33
Food Accessibility	35
Economic Development	38
Arts & Culture	38
Outdoor Recreation	40
Entrepreneurship	41
Tourism	43
Impacts of Tourism	43
Astro Tourism	45
Dark Sky Ordinances	46
Tourist Amenities	48
Young Adult/Youth Population	49
Senior Population	50
Planning in Rural Communities	52

5. A FUTURE BLUFF

Vision of a Healthy Bluff	55
Issues & Challenges	57
Thumbnails of Precedents	59

6. RECOMMENDATIONS

Short Term Goals	64
Medium Term Goals	64
Long Term Goals	65

7. CONCLUSION

Conclusion	66
------------	----

8. RESOURCES

Citations	67
-----------	----



23-42

9. ADDENDUMS

Critical Path	70
Survey Strategy & Results	71
Easy to Read Incorporation	76

INTRODUCTION



“Our mission is to work in collaboration with the community; to listen and seek to understand the character, stories, values, and goals guiding the future of Bluff.”



In the fall of 2016 the University of Utah was invited to work in collaboration with the community of Bluff to assist in developing an idea of what the future could hold for the community. Our mission for Listening to Bluff is to work in collaboration with the community; to listen and seek to understand the character, stories, values, and goals guiding the future of Bluff.

Through our website listeningtobluff.org, and several community visits we conducted two separate surveys to better understand the values, visions, and needs of residents and visitors. We spent two valuable weekends in Bluff interacting with the residents, developing relationships, understanding community values, and getting to know the land. We met residents and visitors, heard their stories, experienced the land, and developed a love for Bluff.

This listening process has revealed an intense desire to preserve the community of Bluff and what makes it unique. We heard a desire to protect and preserve the beauty and authenticity of the land, as well as the diverse cultural resources the community has to offer. While this document contains our findings based on the voices and visions of Bluff it is by no means the end of Listening to Bluff. This document and the listening process it contains, is only the beginning of a community engagement experience that should continue into the future. Bluff needs to always be listening to the visions and voices that shape its future.

ACKNOWLEDGEMENTS

Listening to Bluff has been a collaborative effort between students and faculty from the University of Utah and the residents of Bluff. Due to the nature of the project, this process could not have happened without the extensive amount of time and efforts that residents of Bluff dedicated to the process. Their experiences, stories, and voices are at the very core of this project. This process would not have been possible if it were not for the valuable guidance and suggestions from the following individuals and organizations. Thank you.

Community Members

Dawn Dilego
Liza Doran
Malyssa Egge
Josh Ewing
Mary Gillam
Andrew Gulliford
Bill Lincoln
Ceil McDermott
Brant Murray
Carol Shook
Wes Shook
Linda Sosa
Survey Respondents

Community Businesses

Recapture Lodge
Cow Canyon Trading Post
Twin Rocks Café & Gift Shop
K&C Trading Post
Comb Ridge
San Juan River Kitchen
Desert Rose Inn & Cabins
La Posada Pintada
Kokopelli Inn
Cottonwood RV Park & Cabins
Dairy Café
Coral Sands RV Park
Cadillac Ranch RV Park
Far Out Expeditions & Guesthouse

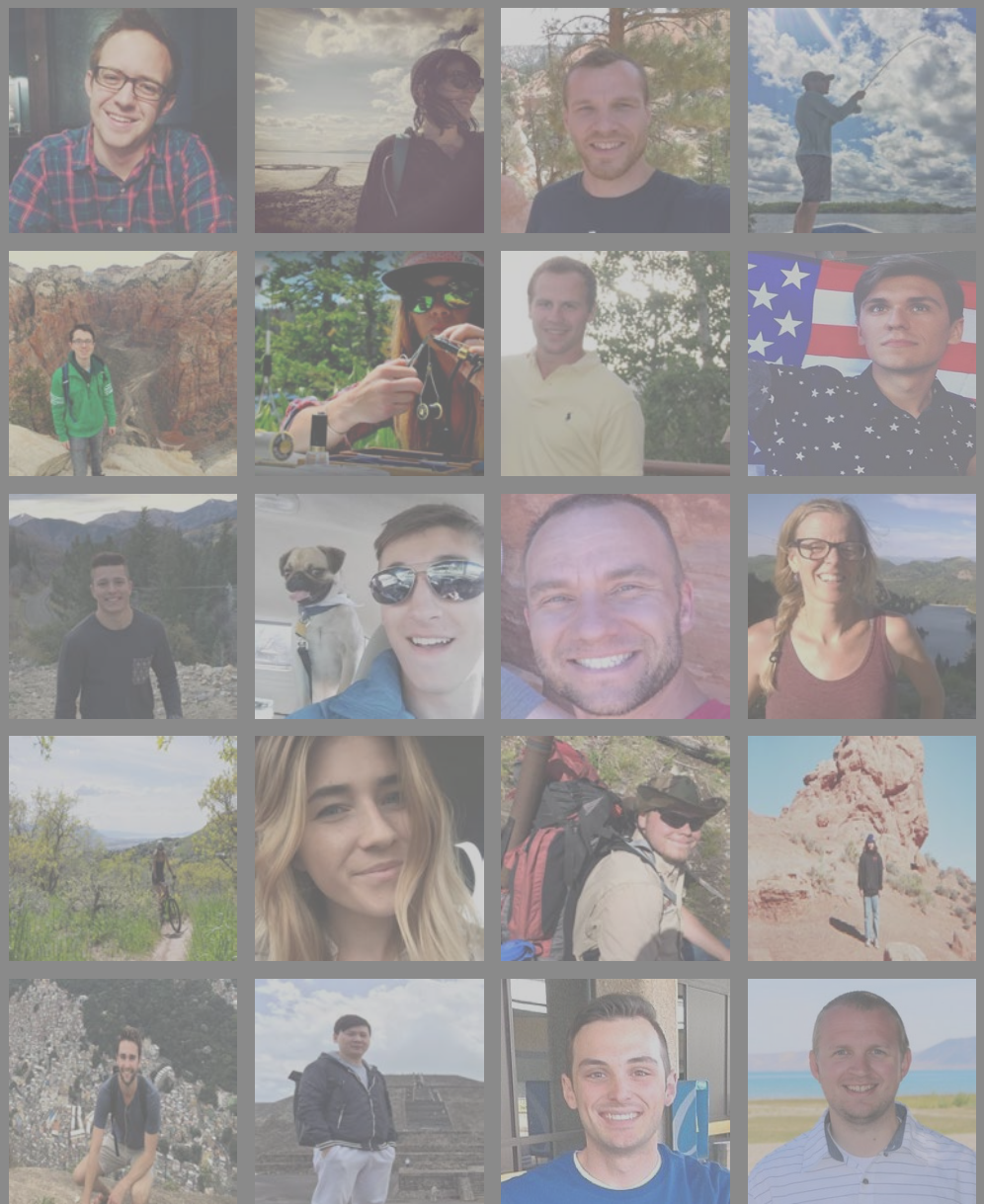
Organizations

Bluff Arts Festival
Utah League of Cities and Towns
Friends of Cedar Mesa
San Juan County
U.S. Bureau of Land Management
Hole in the Rock Foundation
Ivory Homes Capstone Initiative
(Historical photos used by permission, of
the Utah State Historical Society)

University of Utah Faculty & Staff

Stephen Goldsmith
José Galarza
Bruce Parker
Hiroko Yamamoto
Atsushi Yamamoto

WHO WE ARE



The “Listening to Bluff” project is a compilation of work created by the students of the University of Utah’s City and Metropolitan Planning department, in the Urban Ecology Major. The focus of the Urban Ecology major is to understand the complex relationships between our natural world, humankind, and the cities that we inhabit, and then apply that knowledge through good design and planning for communities in which we live. It is with this understanding and focus, that this document was drafted. We are passionate about the work that we do. We understand that the future will be affected through the choices that we make now. Good design, with an emphasis on sustainability, can have a lasting impact on our natural world and communities for generations to come. With this understanding and knowledge, we have compiled this document. It is our hope that this information will be helpful to Bluff, and our sincerest thanks to the community for entrusting us to this work.

From Top Left: Sam Ball, Braley Bullard, Chris Hupp, Matt Post. Browne Sebright, Aja Martin, Chris Turner, Connor Roach. Christian Graff, Alex Schyljuk, Josh Suchoski, Jana Ward. Merideth Lenz, Olivia Cvetko, Mike Thompson, Parviz Faiz. Preston Larson, Shaokun Zhao, Tyler Cardosa, Andrew Simmons

VISIONING BLUFF

PRELIMINARY ANALYSIS

Class Began
 Preliminary analysis of Bluff
 Examination of previous general plan and rural planning document
 Examination of precedent of other small towns
 Create listeningtobluff.org



LISTENING PROCESS

First student visit to Bluff
 Walk through Bluff & Familiarization with community
 Conversations with Bluff residents
 Create outline of document built off conversations with residents
 Start research phase for various document topics
 Design resident survey focusing on questions posed during visit
 Administer survey, both online and in-person
 Second Student Visit to Bluff during Bluff Art Festival
 More conversations with residents
 Reframing of document to focus on residents' concerns & questions
 League of Cities and Towns answers to community questions
 Analyze survey results
 Use data from survey to inform document



DOCUMENT CREATION

Finish constructing sections of document
 Finalize graphic design of document
 Print document to distribute copies in Bluff
 Digital document available on listeningtobluff.org



PRESENTATION

Final visit to Bluff to present document



**THE SOUL OF BLUFF IS THE EARTH. THERE ARE VERY FEW PLACES ON THIS PLANET THAT ALLOW PEOPLE TO
 EXPERIENCE HER AS ONE CAN HERE IN THIS AREA.**



BLUFF

-HISTORY OF BLUFF-

For thousands of years humans have inhabited Bluff's landscape, using its unique geography as the framework for permanent and fruitful settlements.



“Bluff was alive, there were cattle there, and people were rich. But that was a long time ago. Bluff was dead now, and well it knew it. The immense square stone houses, reminiscent of past wealth, stood like ghosts, only one or two to a block. Sand was deep in the streets. People moved slowly, for there was no competition. Nobody new ever came to Bluff.”

– from *Home Country 1935* by Scripts Howard Newspaper Alliance



The Ancestral Puebloans (also known as the Anasazi Basketmakers) were the first humans to settle in the area, leaving behind a rich legacy of rock art and pottery remains, burial grounds, and multi-roomed cliff dwellings (Pueblos). These ancient people were the first to take advantage of the agricultural benefits of the San Juan River; they grew corn, squash, and beans. As local geography shows, the Pueblo community became well adapted to the desert landscape inhabiting the area from 650 A.D. to 1300 A.D.

By the late 1500's nomadic tribes of Paiutes, Utes, and Navajos migrated into the area establishing a homeland of neighboring settlements. While the San Juan band of Paiutes primarily used methods of hunting, gathering, and localized agriculture, the neighboring Utes took full advantage of the horse, creating a civilization similar to tribes on the Great Plains. The Navajo people also adopted localized agricultural practices, farming the San Juan floodplains and pasteurizing sheep in the nearby mountains.

From 1870 to the 1890s, Navajos were involved in the tumultuous battle for lands on their northern borders. The Mormon and non-Mormon expansion into the region, combined with the expanding cattle industry of San Juan County made competition for resources inevitable. The San Juan River was an essential re-

source for all residents of the area. Historically the San Juan river played an important role in Navajo stories and functioned as a clear boundary between Navajo and Ute territories. It was in the 1880's, that the Navajo reservation was expanded to include the land south of the San Juan River, in northeastern Arizona and southeastern Utah.

While Native American peoples make up a vast majority of the area's cultural history, Mormon pioneers began to settle what is now recognized as Bluff in the year 1880. The earliest settlers, known as the “Hole in the Rock” party, were sent to the area by the LDS





Two Piutes outside their wickups in San Jaun County

church. Shortly thereafter the settlers began creating the traditional “Mormon style” grid pattern streets to create lots one acre in size for a settlement centred around subsistence farming. At a time when agricultural technology was limited, the arid climate, clay soils, and flash floods of the San Juan River Basin made farming difficult, and caused many original settlers to move toward modern day Blanding.

Despite the difficult lifestyle of subsistence farming, residents who remained in Bluff embraced cattle ranching as a more viable way of life. These tenacious settlers continued to enhance their settlement, constructing large Victorian homes, and improving the irrigation infrastructure. Moving into the 20th century, Bluff was noted for mineral speculation, from gold, and coal, to uranium. As success was minimal, the people who remained were more interested in Bluff’s natural aesthetic beauty and “off the beaten path” sense of place that has defined Bluff in the 21st century.

The quiet welcoming sentiment of Bluff has endured over the years. This quaint town surrounded by sweeping wilderness, is what attracts residents and visitors alike. The sense of community and the unique character of Bluff draw people who carry a sense of respect

and stewardship for the land. The Bluff of today honors the rich past of the area and values the preservation of the surrounding land and its cultural resources.



**DESPITE THE DIFFICULT LIFESTYLE OF
SUBSISTENCE FARMING, RESIDENTS
WHO REMAINED IN BLUFF EMBRACED
CATTLE RANCHING AS A MORE
VIALE WAY OF LIFE.**



Haashkeneinii - Begay (83), a member of the Navajo tribe, and his son (11)



“
THE PEOPLE WHO REMAINED WERE
MORE INTERESTED IN BLUFF'S
NATURAL AESTHETIC, BEAUTY, AND
OFF THE BEATEN PATH SENSE OF
PLACE
”



Navajo Life at St. Christopher Mission



THE CHARACTER OF BLUFF

The beautiful landscape, rich Native American history, and pioneer culture in Bluff all serve as foundations for its current sense of place and character. While community character is often drawn from landscape and history, it is the individual residents of a community who truly define character. The diverse culture and history of Bluff has over the years attracted a wide variety of individuals and groups who have all played a role in defining current community character. There have been cowboys, musicians, artists, farmers, geologists, businessmen, volunteers, outdoor enthusiasts, professors, students, and many others whose brief or extended stay in the community has defined its character. It's this unique character created by the individual residents of Bluff that causes visitors, residents, and those just passing through to continually return. As a resident of Bluff once said;

“I believe that many of us who have chosen to live here or visit repeatedly do so because Bluff calls to us. The red rocks, the sunsets, the cultures and the people make this a special place. And when you are part of something special it rubs off on you and you become special.”





THE VOICES OF BLUFF



“
**FRIENDLY OPEN MINDED TOLERANT
COMMUNITY THAT APPRECIATES,
USES, ENJOYS, AND PROTECTS OUR
RICH, BEAUTIFUL, AND UNIQUE
ENVIRONMENT**
”



Local artist and archaeologist, Joe Pachak, in the midst of constructing two caressing herons for Bluff's annual winter solstice festival. It's believed the Ancient Puebloans living in the vicinity used the cultural and geographical features of the native landscape to mark the winter solstice. Following the annual festivities, Joe's artwork will be burned to commemorate the importance of the solstice and archaeoastronomy to the Ancestral Puebloans.



**TELL THE STORY OF THAT DO NOT
WANT TO LEAVE BLUFF UNLESS THEY
DIE OR ARE FORCED OUT...PEOPLE
HERE ARE DEVOTED TO THEIR
COMMUNITY**



Navajo native Ashley Nez selling Navajo tacos, and traditional fry bread, off Main Street to raise funds for her upcoming college tuition. Hailing from the neighboring Navajo reservation, Ashley feels welcome in Bluff's community. The hospitality and warmth radiating from both her, and the support of her family, created a strong atmosphere of comfort and place in the small roadside tent.





Kyle Bauman facilitating the weaving workshop in his studio during the annual Bluff arts festival. An Entrepreneur and artist, Kyle has lived in Bluff for 23 years, but made the decision to relocate to Colorado after years of personal and communal strain between Bluff and San Juan County. "Conservation and a liberal mindset is what Bluff needs to combat motives of San Juan County". Kyle believes protection of Bluff's natural resources, such as its aquifer, is of utmost importance in planning for the community's future.

Clarissa Nakai (left) and Angel Benally (Right) during their lunch break at the twin rocks café. Both Clarissa and Angel live in the neighboring Navajo reservation, and feel a strong connection between Bluff and the reservation. The two agreed they want to see more development in Bluff, both locally and commercially.



Although from Blanding, Stan Byrd has been heavily involved with Bluff's community for over 40 years. He currently works with the Bluff Visitors Center shaping Bluff's collector coins into custom rings. "The coins weren't selling very well so the visitors center came to me with the idea to make rings out of them". He explains how creative solutions such as this fit the unique aspect of Bluff nicely. Stan believes proper control of infrastructure is key to Bluff's future. "With the proposal to make Bear's Ears a national monument, the area will see more visitors in any scenario". Development of local business is key to maintaining Bluff's charm.

STEPS TO A COMMUNITY VISION



VISION OF INCORPORATION

A major focus of the Listening to Bluff process has been to explore what becoming an incorporated town would mean for the Bluff community and its residents. The community has already begun its own exploration process to understand what incorporation would mean to the community. While this process has been effective, Listening to Bluff found that a majority of the community still have concerns about what incorporation will mean for the future of Bluff. Our hope is that this section can add a new perspective to the exploration process while also providing clarification and a better understanding of what incorporation would mean to Bluff.

What does incorporation mean to small towns like Bluff?

Incorporation is the creation of a new legal government entity. What this means is that any of the traditional municipal powers and duties within the territory encompassed within the incorporated area will devolve from the county to the new entity. This means for example that the roads (other than state highways) will now become town roads and no longer be the responsibility of the county for control or maintenance. The planning and zoning decisions and enforcement will now be the responsibility of the town and not the county. Local laws and ordinances of the county will no longer be enforceable in the town unless adopted by the town council. The town will have the power and duty to provide public safety services within the incorporated area. The town will have the power to provide any of the myriad of public services such as water, sewer, police, fire etc. that it deems necessary for the residents of the town.

What impact will incorporation have on property taxes?

The impact greatly depends on the decisions the

town makes. The town will have the power to impose its own property tax and any property tax that the county has, (that is not county wide and not imposed in the other incorporated cities and towns) will no longer be levied on property in the town. This may result in no net change in property tax. However, the likely result of incorporation will be an increase in property tax because most unincorporated communities that are provided services by a county are being subsidized by taxes from the “uninhabited” property in the county. This may or may not be the case for Bluff. The town does not have to levy any property tax but it may find that without a tax it cannot provide the services that justify being incorporated.

What impact will incorporation have on land values?

It generally has little impact one way or the other. Land values depend on many factors such as what the zoning will be, the available public services, road access etc. The decisions the new council makes may affect the land values, just as the decisions the existing county commission now makes can affect land values. The quality of the decisions made are what matters, not who makes the decisions.

What specific resources become available to a town once it is incorporated?

The town will have the power to tax, to levy a local option sales tax, a local option tax on telephone and electricity. It will not have any more or less access to grants and federal or state funds that the county or a local district now has. The main benefit for incorporation is local control. However, with local control also comes local responsibility. It is important that the community of Bluff has a full understanding of what impact comes with incorporation.

What do recently incorporated towns usually struggle with the most?

The largest issues that face a small town are, not having enough money to provide the desired services and not having enough willing people to staff the required councils and commissions.

How will incorporation impact Bluff's ability to regulate the types of businesses that come to Bluff?

The mechanism that towns have to control any land use is the zoning power. Through zoning towns can control the use of property, size of buildings, location of buildings on the property and even aesthetics. What towns cannot control is who owns the property or who owns a business on the property. Towns also can't use zoning authority to discriminate against out of state businesses in favor of local businesses. All zoning requirements must further a legitimate government purpose. Bluff can control building size, color schemes, signage, etc. Using these controls may or may not result in a large conglomeration choosing not to come to a town, but they are regulations that are applied equally on

all, no matter if the business is a small local shop or a large out of state company. Mechanisms that have been used to discourage conglomerates from moving into a town are usually zoning tools that make standards for building sizes less than that used by big box stores, color schemes that are not in line with many of the conglomerations, drive through restaurant limitations etc. If a town allows hotels, then they will not be able to say that a local hotel is okay but a chain hotel is not okay. You cannot discriminate against out of state businesses without a legitimate government purpose that satisfies a federal judge. Towns can limit such things as building size and the type of signage etc. which may discourage chain hotels, but any such limitations must be applied to all hotels regardless of who owns them.

****Special thanks to David Church, of the Utah League of Cities and Towns, for informing answers to the above questions.****

****Information provided in this section is intended to be used for basic informational purposes only. Any information sought for legal use should be requested from a practicing attorney, who is registered with the Utah State Bar. Information provided here was not provided by a lawyer, nor is it intended to be used in legal documents.****

INCORPORATION CHECKLIST

◆ **State of Utah incorporation process:**

- ▶ A contiguous area not within a municipality may incorporate
- ▶ Request feasibility study from the Lt. Governor:
- ▶ Describe proposed area for town
- ▶ Include accurate map by licensed surveyor
- ▶ Five signers as sponsors, one primary

◆ **Lt. Gov Feasibility study:**

- ▶ Bluff Community selects consultant from recommended list
- ▶ Consultant completes and submits study to Lt. Governor

◆ **Study Considerations:**

- ▶ Population and density
- ▶ Surrounding area
- ▶ Five-year projections of demographics and economics
- ▶ Proposed town: household size, industrial and commercial development
- ▶ Projected five-year growth
- ▶ Five-year projection of cost
- ▶ Proposed governmental services (complete list available - following are examples)
 - ▶ Law enforcement
 - ▶ Fire protection
 - ▶ Roads and public works
 - ▶ Garbage
 - ▶ Culinary water
 - ▶ Sewer
 - ▶ Secondary water
 - ▶ Government offices
 - ▶ Noxious weeds
 - ▶ (No proposed change in Bluff requested services)
- ▶ Projection of revenue and expenses based on services requested
- ▶ If five-year revenues exceed five-year expenses by more than 10% we may move forward to a public hearing

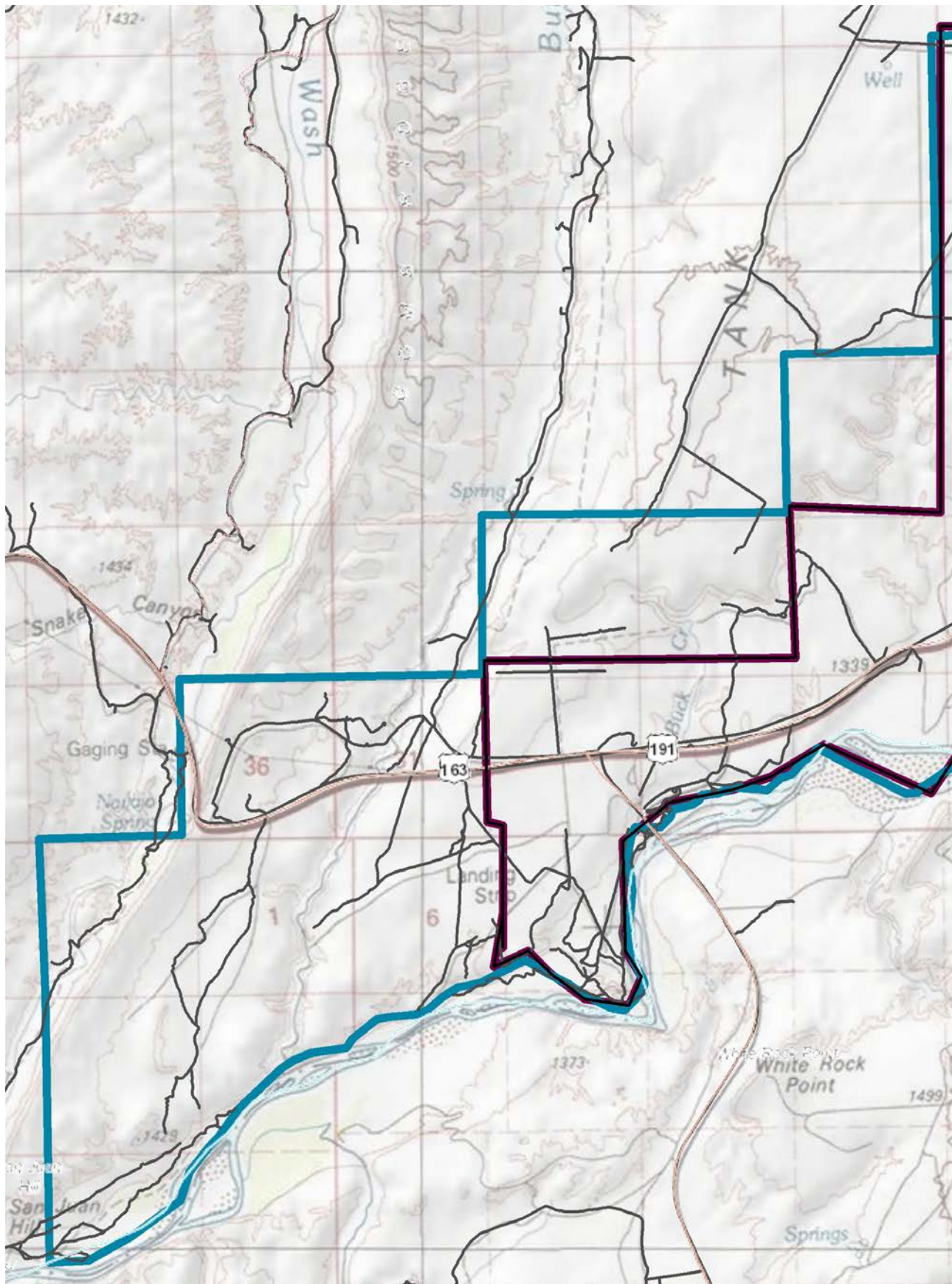
◆ **Public Hearing:**

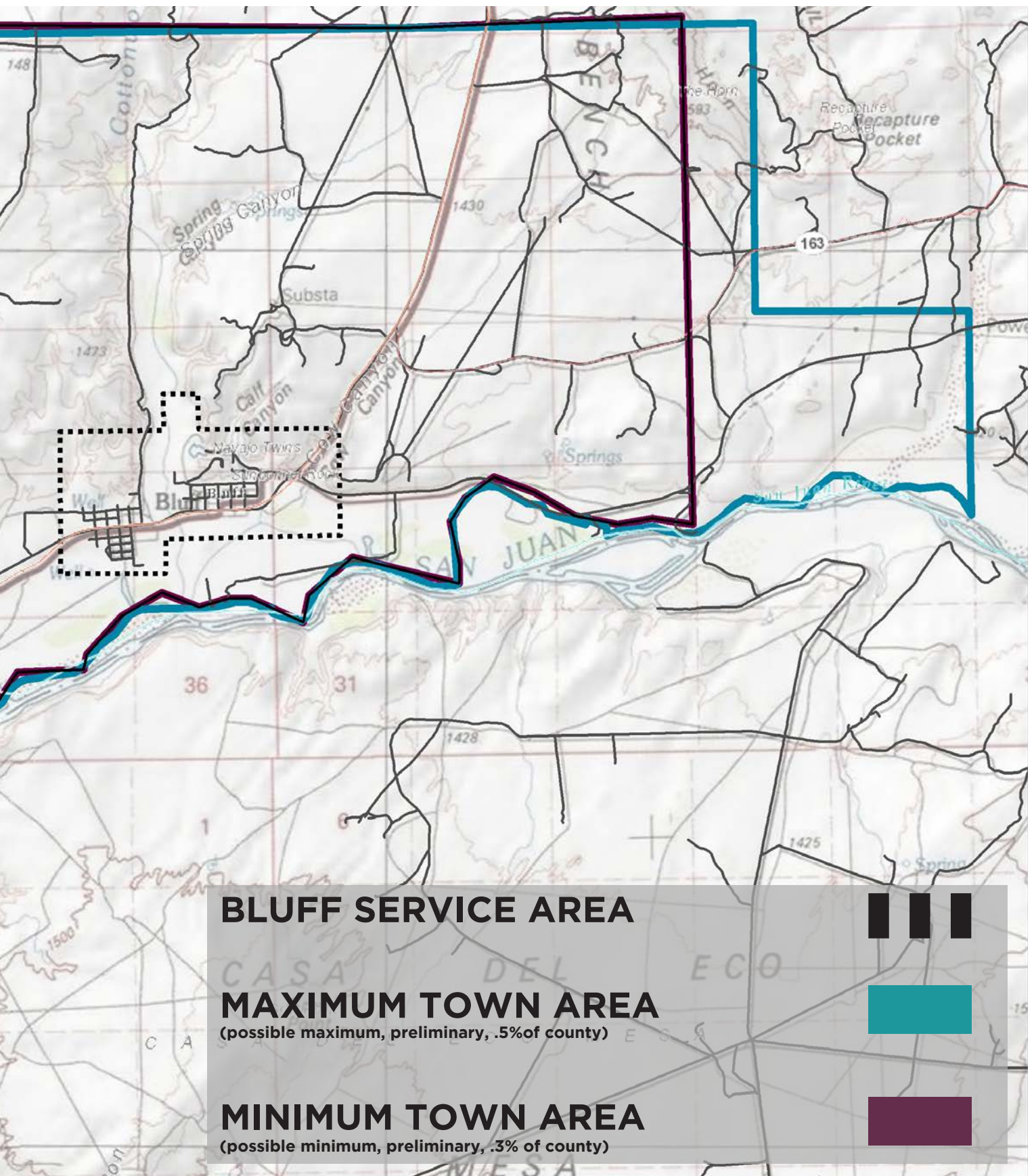
- ▶ Posted in newspaper, on websites, legal notices- 45 days or less
- ▶ Map of boundaries
- ▶ Results of study
- ▶ Public comment
- ▶ File for incorporation with certified petition

◆ **General Election:**

- ▶ General election is held
- ▶ A majority of registered voters in proposed area voting in favor means Bluff will be incorporated

INCORPORATED AREA MAP





A VISION IN ACTION

GOVERNANCE

For the unincorporated area of Bluff to become the town of Bluff, it must adopt a form of government. The first steps to that are outlined in the State of Utah's code, 10-2a-305. Once the town is incorporated, it will operate under a five-person council (also known as a Metro Township form of government under Utah Code 10-3b Sections 501 through 504), with the mayor acting as the chairman of that council (the mayor's vote is equal to that of a council person's vote, making the mayor equal to a council person). This council will serve for no less than one year. Following their term, the next council/ Mayor will serve the traditional four-year term and the election will be held, coinciding with the regular election schedule of the state.

Under this form, the elected City Council Members are responsible for setting policy, passing ordinances, fiscal oversight, and providing direction. They are also responsible for implementing council policy and overseeing the city's day-to-day operations. They direct the staff, provide evaluation and analysis, negotiate with private and governmental entities, and respond to the needs and concerns of community groups and individual citizens.

If the town of Bluff wishes to change their form of government, they can do so after the initial term of the five-person council is up. To change a form of government, the town must vote on it in an election. The following forms of government and their description have been provided by the Utah League of Cities and Towns.

MUNICIPAL FORMS OF GOVERNMENT IN UTAH

There are five forms of government currently in use in Utah cities and towns. They are the "Council-Mayor Form of Government"; "Five-Member Council Form of Government"; "Six-member Council Form of Government"; "Council-Manager Form of Government", and "Charter Form of Government".

METRO TOWNSHIP

This is the form of government that the town must adopt first. The powers of municipal government in a metro township, as defined in Utah Code Section 10-2a-403, are vested in a council consisting of five members, one of which is the chair. The council in a municipality under a five-member council form of municipal government, exercises any executive or administrative power and performs or supervises the performance of the town. Further information is available through Utah Code 10-3b-4 Section 403.

COUNCIL-MAYOR FORM OF GOVERNMENT

The Council-Mayor Form of municipal government was created by the Laws of Utah 1977, Chapter 48. This form of government may not be adopted by a city or town without voter approval. A city or town does not have this form of government unless it has held an election at some time to choose this form.

This form has two separate, independent, and equal branches of municipal government consisting of a legislative branch—a council composed of five or seven members; and an executive branch--the mayor

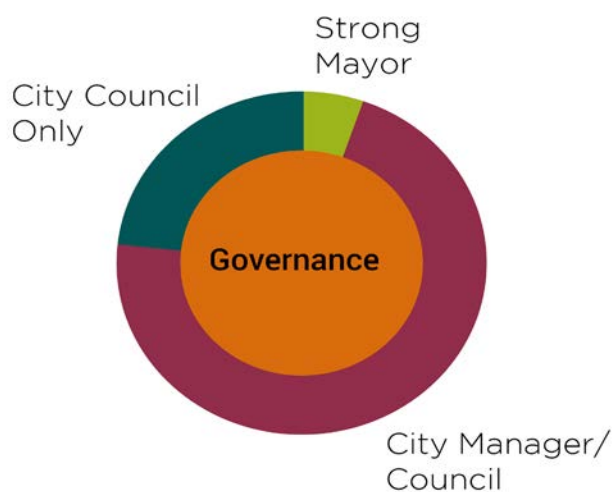
and, under the mayor's supervision, any executive or administrative departments, divisions, and offices and any executive or administrative officers provided for by statute or municipal ordinance.

The mayor in a city or town operating under the council-mayor form of government is the chief executive and administrative officer. He or she exercises the executive and administrative powers and performs on the behalf of the municipality. The mayor has the responsibility to execute the policies adopted by the council. The Mayor appoints, with the council's advice and consent, qualified persons to the city or town's officers and positions including such things as recorder and treasurer.

The mayor may veto an ordinance, tax levy, or appropriation passed by the council subject to the council's power to override the veto. While not a member of the council, or its chair, the mayor may attend each council meeting, take part in council meeting discussions, and freely give advice to the council. The council in a municipality operating under a council-mayor form of government: is the legislative body of the city or town and by ordinance or resolution determines the broad policy for the city or town and some specific policies such as the manner in which municipal property is bought, sold, traded, encumbered, or otherwise transferred; and a subdivision or annexation is approved, disapproved, or otherwise regulated.

The council enacts laws, appropriates funds, and reviews municipal administration. The council elects one of its members to be the chair of the council. The council may make suggestions or recommendations to mayor or mayor's subordinates and investigate any officer, department, or agency of the city or town municipality, but it may not direct or request, other than in writing, the appointment of a person to or the removal of a person from an executive municipal office; interfere in any way with an executive officer's performance of the officer's duties; or publicly or privately give orders to a subordinate of the mayor.

I WORRY THOSE PUSHING INCORPORATION ARE NOT INCLUSIVE IN THEIR VISION. I WOULD LIKE A TOWN WHICH IS A MODEL OF DIVERSITY AND ACTIVELY SUPPORTS SHARED GOVERNANCE.



SIX MEMBER COUNCIL FORM OF GOVERNMENT

The powers of municipal government in a municipality operating under the six-member council form of government are vested in a council consisting of six members, one of which is a mayor. The mayor in a municipality operating under a six-member council form of municipal government is, except in limited circumstances, a non-voting member of the council. The mayor votes as a member of the council on each matter for which there is a tie vote of the other council members present at a council meeting; when the council is voting on whether to appoint or dismiss a municipal manager; or on an ordinance that enlarges or restricts the mayor's powers, duties, or functions.

The mayor is the chair of the council and presides at all council meetings. The mayor exercises ceremonial functions for the municipality such as ribbon cuttings and municipal appearances. The mayor may not veto an ordinance, tax levy, or appropriation passed by the council.

The mayor is the chief executive officer. This means that all employees of the municipality report to him or her. The mayor, among other things, is required to keep the peace; enforce the laws of the municipality; and ensure that all applicable statutes and municipal ordinances and resolutions are faithfully executed and observed.

The mayor, with the council's advice and consent, can assign or appoint a member of the council to administer one or more departments of the municipality; and appoint a person to fill a municipal office.

The powers and duties of the mayor in a six-member council form of government can be taken from the mayor and given to either the council or individual such as a city manager or city administrator by the adoption of an ordinance by the council. The vote on this ordinance must either be by the unanimous vote of the council or the vote of a majority of the council and mayor. In the six-member council form of government the council is the legislative body of the city or town and exercises the legislative powers and performs the legislative duties and functions of the municipality. This is done by either ordinance or resolution as may be appropriate

The council in a municipality operating under a six-member council form of government: can exercise executive or administrative power that has not been given to the mayor under state law, or has been given to the mayor under state law, but has been delegated to the council by the mayor. In addition, the council can remove from the mayor, by an appropriately passed ordinance, the mayor's executive and administrative power and give it to itself or to an appointed manager or administrator. The council may not remove any of the mayor's legislative or judicial powers or ceremonial functions, the mayor's position as chair of the council; or any ex officio position that the mayor holds. An ordinance removing from or reinstating to the mayor a power, duty, or function requires the affirmative vote of the mayor and a majority of all other council members; or all council members except the mayor.

FIVE MEMBER COUNCIL FORM OF GOVERNMENT

The powers of municipal government in a municipality operating under the five-member council form of municipal government are vested in a council consisting of five members, one of which is a mayor.

The mayor in a municipality operating under a five-member council form of municipal government is a regular and voting member of the council. The mayor is the chair of the council and presides at all council meetings. The mayor exercises ceremonial functions for the municipality. The mayor may not veto any ordinance, tax levy, or appropriation passed by the council.



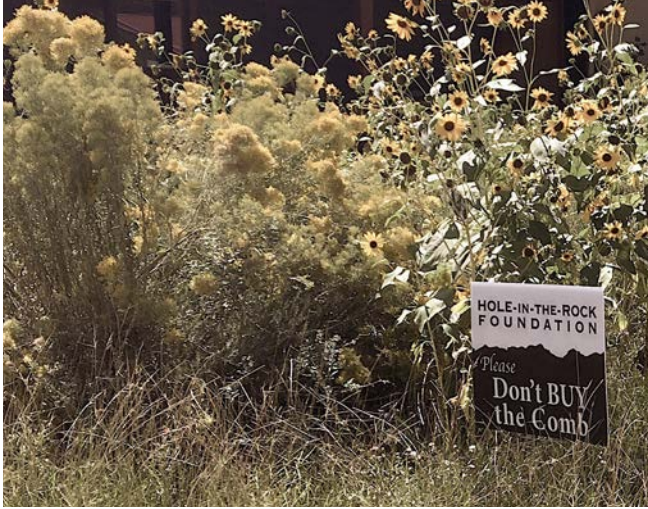
INCORPORATION WILL PROVIDE FOR LOCAL CONTROL TO SHAPE THE NATURE OF THE COMMUNITY.



The mayor is the chief executive officer. This means that all employees of the municipality report to him or her. The mayor, among other things, is required to keep the peace; enforce the laws of the municipality; and ensure that all applicable statutes and municipal ordinances and resolutions are faithfully executed and observed. The mayor with the council's advice and consent: can assign or appoint a member of the council to administer one or more departments of the municipality; and appoint a person to fill a municipal office.

The powers and duties of the mayor in a five-member council form of government can be taken from the mayor and given to either the council or hired administrators such as city managers or city administrators by vote of the council. The vote must either be unanimous or the ordinance must have the consent of the mayor. In the five-member council form of government the council is the legislative body of the city or town and exercises the legislative powers and performs the legislative duties and functions of the municipality; and may adopt rules and regulations for the efficient administration, organization, operation, conduct, and business of the municipality. This is done by either ordinance or resolution as may be appropriate.

The council in a municipality operating under a five-member council form of government: can exercise



executive or administrative power that has not been given to the mayor under state law, or has been given to the mayor under state law, but has been delegated to the council by the mayor. In addition, the council can remove from the mayor, by an appropriately passed ordinance, the mayor's executive and administrative power and give it to itself or to an appointed manager or administrator. The council may not remove any of the mayor's legislative or judicial powers or ceremonial functions, the mayor's position as chair of the council; or any ex officio position that the mayor holds.

An ordinance removing from or reinstating to the mayor a power, duty, or function requires the affirmative vote of the mayor and a majority of all other council members; or all council members except the mayor.

CHARTER FORM OF GOVERNMENT

The Utah Constitution provides that the voters of any communities can, within some limits, create their own form of city or town government. This is called a charter and is similar to having an individualized municipal code for that city or town. In order to have a charter a process of petition, public hearing, and election must take place. This process is set out in Article XI Section 5 of the Utah Constitution.

COUNCIL-MANAGER FORM OF GOVERNMENT

This type of government is no longer available as an allowed form of governance by the 2007 code change, under Utah Code 10-3b. The following is only provided for informational purposes. There are still some cities within Utah that operate under this form of government, but they are grandfathered in, as they

were running under this form of government when the law changed. If they adopt an alternate form of government, they will not be able to return to this form of government.

The Council-Manager form of government is a form of municipal government that was created by Laws of Utah 1977, Chapter 48. It could not have been adopted without voter approval. This form of government has been removed from state law and is no longer an option for Utah cities and towns. A municipality operating on May 4, 2008 under the council-manager form of government continues to operate under the council-manager form of government according to the applicable provisions of Laws of Utah 1977, Chapter 48.



I WOULD LOVE TO SEE BLUFF MOVE FORWARD IN A POSITIVE MANNER. WE NEED PEOPLE WHO ARE LEADERS WHO ARE WILLING TO MAKE DECISIONS AND GET THINGS ACCOMPLISHED, RATHER THAN HAVING MORE AND MORE BOARDS WHO ARE INCAPABLE OF MAKING TOUGH DECISIONS AND KEEP PROGRESS FROM HAPPENING AND KEEP ISSUES FROM MOVING FORWARD



In this form of government, a city manager is the chief executive officer of the city or town and has the following powers and duties prescribed by the state law, including the power to appoint individuals to municipal offices and positions. The city manager runs the day to day operations of the city and all employees report to this individual. The mayor in this form of government is a ceremonial mayor only. The mayor chairs the council and votes on all issues as a full voting member of the council. The council is the legislative policy making body of the city or town. The manager is hired and can be fired by the council. Council members may not have any administrative or executive functions in the city or town.

***Information on the forms of government have been sourced largely from the Utah League of Cities and Towns**

****Information provided in this section is intended to be used for basic informational purposes only. Any information sought for legal use should be requested from a practicing attorney, who is registered with the Utah State Bar. Information provided here was not provided by a lawyer, nor is it intended to be used in legal documents.**

EDUCATION

Bluff has what at first glance appears to be a unique situation when attending to the topic of education. The reality is that there are many schools at the periphery of the Navajo Nation, that identify well with the dynamics and demographics of Bluff Elementary. Bluff Elementary primarily serves students over a large area of the Navajo Nation.

As of the 2015-2016 school year, Bluff Elementary serves 117 students ages five through ten, 91% of whom are part of a racial or ethnic minority and 100% of whom are living in a low socio-economic household. {1} These children are bussed each day, with excessive travel times both to and from school. Student travel time has been studied extensively and is shown to detract from both edu-

cational success as well as social strengths, due to time away from family and their community. The students of Bluff Elementary regularly perform well below statewide standards, and the resources needed to address the specific needs of the students are far greater than what the San Juan School District has been able to provide.

Having an elementary is an incredible asset to any rural community. The primary benefit being little to no time spent traveling, but there are plenty of other advantages. The school serves as a community gathering place for both Bluff residents and the neighboring Navajo community. Bluff elementary is a place where the two communities come together with the goals of future generations in mind. The connections made within the school spread throughout the community, strengthening an existing relationship that has been flourishing for more than a century. Recognizing and fostering relationships with people in the surrounding region brings life to the community that defines Bluff.

“Would like to see the school address native and reservation concerns for it’s pupils and parents.”



“

**I WORRY ABOUT
THE SCHOOL**

”

Bluff Elementary School is scheduled for a new building sometime in the near future. This can be viewed as an exciting time where good changes can be brought in by passionate citizens working together. Change can become an opportunity to strengthen both the school as well as the regional community. With appropriate planning and community involvement, the new school has the potential to build off the success of the current school and become an energetic community gathering space. The funding, administration, curriculum, and built capital are all out there, it is now up to the concerted power of the community to bring all the efforts together under a common mission.



**BLUFF PROBABLY HAS THE GREATEST
PERCENTAGE OF COLLEGE EDUCAT-
ED, DEGREE HOLDING (ADVANCED DE-
GREES) PERSONS PER-CAPITA OF ALL
THE SAN JUAN COUNTY COMMUNITIES**



Precedents for a Community Oriented School

The Community Learning Center (CLC) in the Glendale neighborhood of Salt Lake City is a partnership between the Salt Lake City school district, the University of Utah Office of Engagement and the Glendale neighborhood. Its goal is to, “increase student achievement and adult education by building relationships between the school and community, removing barriers to education, increasing parent engagement within the schools, transforming the relationship community has with higher education, creating accessible educational opportunities and providing programs and services that ultimately lead to a healthier community”. {2}

Glendale is one of the most ethnically diverse neighborhoods of Salt Lake City, with citizens speaking dozens of languages and coming from all walks of life. The CLC was founded in 2013 when the community came together

to decide what they wanted and needed for their own neighborhood. The concept of a community learning center emerged with the goal of trying to bring the life of the community onto the school campus. Voices from a diverse cross section of the community spoke up for a place that could provide health care, child care, adult education classes, and a place where people from different backgrounds could gather and learn to understand each other’s cultures. The concept of the CLC and the initial funding was raised by the community, with the school district then joining as a partner in the project. The school district agreed with the goals of the com-



As one of the few children in Bluff’s community, Eve Peltzer feels a strong connection between herself and the other children during and after school.

munity because they fit into a subset of their own goals. Within any school system, it can be easy for minorities to be discouraged. Schools that receive failing grades and are pushed to perform in ways that do not nurture each individual child can reinforce these same outcomes. A model that builds relationships between the school and the community can strengthen both the children’s education and the adult relationships with the school system.

INTERNET AND CELLULAR

Bluff is not a stranger to inconsistent telecommunication connections. Talk to any of the residents that have lived in Bluff long enough and you will hear stories about trying to call the neighbor down the road and getting connected to someone on the other side of town. So what is the state of new telecommunication technologies in Bluff?

Internet in Bluff is expensive. For example, in Salt Lake City and Provo you can now get 1000 megabit per second (Mbps) internet, think downloading a HD 2-hour movie in 8 seconds with no data cap (unlimited usage) for \$70 a month. On average in the United States people have about a 15Mbps internet speed, think HD 2-hour movie download in about 40-minutes.

So what is the state of the internet in Bluff?

As of October of 2016; River Canyon, available in about 70% of Bluff, is the fastest, as well as, one of

the more affordable providers. River Canyon states they use a technology that allows; "Service [to be] delivered via a Subscriber Module (SM) mounted on the outside of the home that receives a signal from our radio tower. The Internet comes inside off the SM on a standard Ethernet cable. From there, it can be connected either directly to your computer, or into a router if you want to use one." River Canyon states that you can get up to 2Mbps speed, with no data caps. In our 2-hour movie example, this means that you could download a 2-hour HD movie in about 6 hours. However, for \$40 more a month they offer a residential premium for up to 12 Mbps, which would bring your HD movie download time to about 60-minutes.

Hughes Net is a satellite internet provider. All of their plans have data caps. They have two options for plans in Bluff. Both only have speeds up to 5Mbps.

On a scale of 1-5 the majority of residents in Bluff rated increase internet and cell phone coverage as a five with an overall rating of 4.3.



One plan has a data cap of 10GB (about 2 HD movies downloaded or 10 Hours of Netflix Streaming) and an option for 20GB (4 HD movies downloaded or 20 Hours of Netflix Streaming) They do allow extra allowances for internet used between 2am – 8am. With these Hughes Net plans your 2-hour HD movie download would take about 72m and you could only watch one movie a week or every other week before running out of your internet allowance.

Choice Wireless also provides internet coverage for Bluff. Choice Wireless is a mobile phone provider so you would be using a cellular network to power your internet.

So what about mobile phone options in Bluff?

Cell Phone coverage in Bluff is spotty however both major carriers, AT&T & Verizon, say they have coverage in Bluff for LTE & Voice. There are other companies that

also offer varying plans.

Building on the internet and cellular infrastructure in Bluff could lead to positive growth for the community. It could help to bring in families where parents could telecommute from home. There are many companies that are creating work from home jobs and allowing employees to work from home. Most of these companies have a requirement that the employee has at least a 10Mbps internet connection. In the current condition of Bluffs telecommunication resources, it would be hard to have a telecommuting home job. Fostering relationship with companies to bring more market competitive internet to Bluff could help spur growth among a younger population.

***This should not be used as an all inclusive list of plans and options in Bluff. Providers are constantly changing plans and not everything may be available where you live.**

WASTE MANAGEMENT

TRASH, RECYCLING, & COMPOST

Composting is a unique way to convert your food and organic waste into fertile soil. It brings many benefits to a community, including less trash in landfills and increased local plant growth when the compost is re-used locally. Community composting could be a beneficial program for Bluff to consider implementing in order to create productive soil for growing local gardens and to lessen the amount of trash residents have to dispose of in landfill areas.

In community composting programs, resources are recognized and managed as community assets. These programs are typically characterized by local control and community access but not necessarily community ownership. Organic nutrients and minerals remain and are cycled within the community. Community



composting involves a relatively small-scale system in which material is converted into compost within a local community. Many but not all community composting programs are non-profit mission driven enterprises. The distinguishing feature of community composting is keeping the process and product as local as possible. There are many different ways to start composting. Composting in bins is probably the most common style for backyard home-scale systems. The concept applies

to larger volume systems as well; bins are commonly used for demonstration sites, community gardens, neighborhood drop-off networks, and K-12 schools. Composting material can be contained in a wire bin, a bay with sides, or any number of containers that provide walls to support the compost pile in order to fit more materials vertically into a smaller space. The material is turned frequently for aeration and can be accessed from an open side or a door/hatch for loading and unloading. Another option for composting is a “turned-windrow” system. It is simple and easy to maintain. A windrow is an elongated pile, which is generally turned or “rolled” from the side with a shovel, bucket loader, tractor, or a specially engineered machine called a windrow turner.

Composting is a great way to utilize organic waste to fertilize soil and to keep locally grown food in a closed loop system. It also can eliminate a large amount of waste that would have otherwise been dumped in a landfill and taken much longer to decompose there. For more information about creating community compost systems, “Growing Local Fertility: A Guide to Community Composting” is a comprehensive PDF document that explains in detail how a community can start composting.{1}

The current status of recycling in Bluff is not good. There is no curbside pick-up, so in order to dispose of waste the residents of Bluff have to collect their own

trash in their own containers. They then have to provide their own transportation and drive to the nearby dump site. The San Juan County landfill site does not have a recycling center either, so recycling is essentially not an option for Bluff residents. There are many ways through which Bluff could improve their trash and recycling methods in order to encourage environmentally-friendly waste management.

One way that a small town in Georgia improved their recycling and waste management was by increasing the residential and commercial refuse fee by \$2 a person per month. By doing this, they made enough to buy a recycling truck and pay workers to collect recycling and drop it off at the dump for the residents. As of right now, Bluff might not be big enough to need a fully serviced garbage truck, but a small refuse fee could potentially bring in enough money to purchase a transport vehicle and pay employees to collect trash and/or recycling to take to the dump.

Another method to improve waste management for Bluff to consider would be to establish their own recycling center. This would eliminate the need for residents to travel long distances in order to dispose of their recycling, and it would keep trash out of landfills. Bluff would also be able to sell these materials to companies who use recycled material. This could help bring revenue into Bluff, create jobs, and give residents of Bluff a viable recycling option.

ALTERNATIVE ENERGY

In Utah, coal is a very local resource. Coal is found abundantly throughout the state, as is evidenced by Figure 1. Utah has 7 operating coal mines as of 2015, which hold 71 leases covering 83000 acres (BLM). These mines produce 1.7% of all coal in the United States, and 27% of it is shipped out of state. This coal is used for power production both in-state and nationwide. In 2014, 76% of all power generated in the state of Utah came from



burning coal (EIA).

However, this low cost is about the only benefit of coal as an energy source. Coal is a non-renewable resource, meaning that it will eventually be depleted. This alone makes it non viable as an energy source for the future.



WATER SYSTEMS

The source of Bluff's main water supply comes from aquifers within the natural rock of the area known as the Navajo Sandstone Formation. The rate in which the natural aquifer is recharged is unknown, but there have been studies by the Geological Survey that state that the aquifer receives 2-4 feet of water per year. The aquifer then feeds four wells in Bluff, Utah that is used strictly for culinary purposes with each well having a capacity of .25 Cubic Feet per Second (CFS). According to Benny Musselman, the San Juan County public works director, the quality of the wells are slowly deteriorating and there have been some issues with main line breaks in the system. However, this is expected in the realm of water well infrastructure. Each storage tank is cleaned and checked regularly and the overall water quality is good, but there has been arsenic content detected. In order to monitor this, the EPA installed an arsenic filtration plant in the system in 2012. Currently, the water rights are held by the Bluff Service Area Board, though there has been an ongoing legal battle as to how the transfer was made to the board from Bluff Water Works.

WASTE WATER MANAGEMENT

The state and the county have pushed Bluff to install a centralized wastewater system instead of relying on individual on-site septic tanks. However, many locals have resisted against this idea and have expressed their concern about a central wastewater system, maintaining that the cost would be high and that there is no need in such a small town. Advocates of the system insist that it is necessary due to Bluff's proximity to the San Juan River and the fact that its soils are not ideal for handling septic-system effluvia. Furthermore, the installment of a central sewage and wastewater system is often considered to be a necessary step in order to incorporate Bluff as an official town. This, however, is one of the main reasons why several residents are against the idea of a centralized system.

Using Waterless Toilets as a Sustainable Alternative

Waterless toilets are a great alternative to septic tanks. These toilets need little infrastructure and are great options for places that are prone to drought. The initial investment can be as low as \$25.00 and there are dif-

ferent options of waterless toilets to choose from. One option is to have the waste contained within the toilet itself and allow it to compost by layering peat moss on the top. Another option is to have a chute under the toilet for the waste to end up in a crawl space where it will naturally compost over a several-month period. Waterless toilets are a great alternative for the residents in Bluff as they are affordable, safe, and sustainable for the environment.

STORM WATER MANAGEMENT

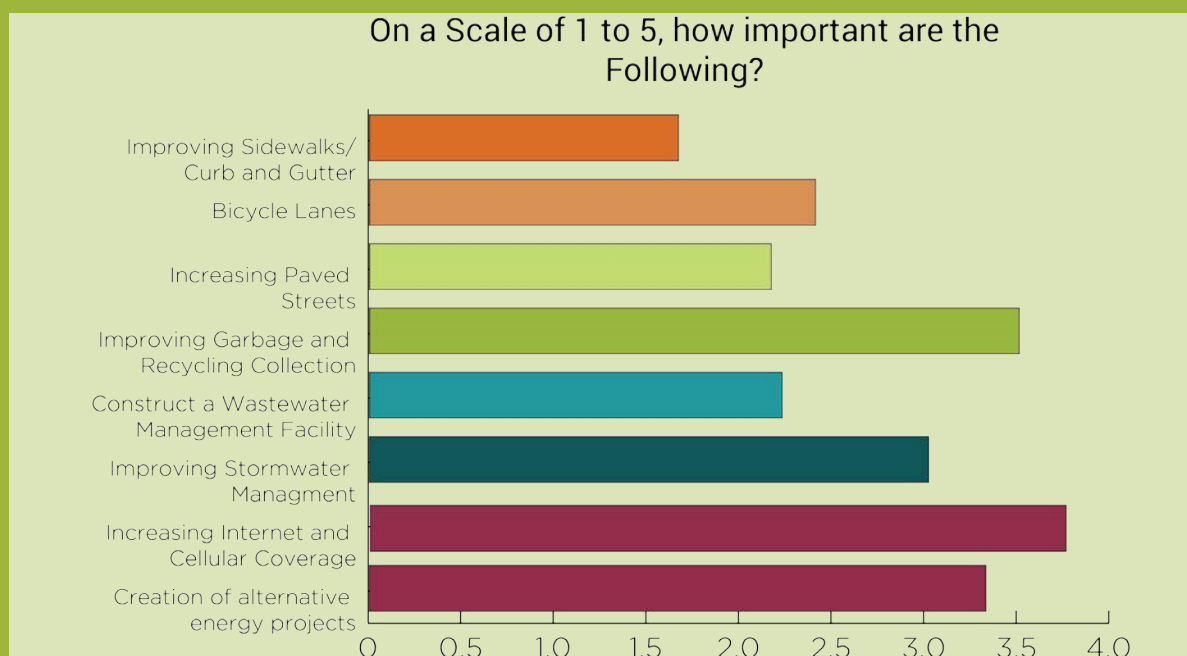
Currently, Bluff receives approximately 8 inches of rainfall water per year, officially meeting the description of a desert climate. In the attempt to create a sustainable water policy for Bluff and its residents, the scarcity of stormwater has proven itself to be an issue. Additionally, in the event of sporadic large amounts of rainfall, another issue that affects Bluff is sediment runoff and soil erosion. This can cause landslides, rockslides, flash flooding, and increased levels of sediment throughout the area, potentially damaging Bluff's water supply and overall ecosystem of the land and San Juan River.

SOIL EROSION CONTROL

Bluff has experienced issues with rockslides as well as soil erosion. Sediment from these natural occurrences eventually contaminates the San Juan River and dis-

rupts the surrounding ecosystem. One solution to erosion is creating landscapes that have well rooted native vegetation. The areas that are more prone to erosion and slides are usually sections of land that have a grade of 40 degrees or more. Creating a vegetation barrier on these slopes could greatly enhance the overall health of the ecosystem surrounding Bluff. Examples of possible native plants species that could be implemented in this erosion control system are Mormon Tea, Shrub Live Oak, Utahn Yucca, and many more.

Another potential solution to soil erosion can be the establishment of Bioswales throughout Bluff. Bioswales are a sustainable form of green infrastructure that can help collect water runoff and reduce sediment dispersion. Constructed out of rocks, plants, and other natural materials, bioswales collect and filter water, dispersing it into underground water sources. As a natural and non-invasive form of infrastructure, bioswales can be implemented on the sides of roadways, in washes, and anywhere else throughout the town where water can be a hazard. Due to the fact that Bluff is already surrounded by desert washes and natural runoff waterways, there are many areas where bioswales can be implemented and begin to decrease soil erosion as well as create a diverse natural environment.





ACTIVE TRANSPORT

BICYCLE FRAMEWORK PLAN

Bike lanes are an important form of transportation that is not only cost effective but reliable and efficient. Contrary to popular belief, people can get around by bike without giving up their standard of living or quality of life and in fact can get around from point A to point B rather quickly.

Along Highway 191 is a great location for a protected bike highway that would serve the entire Bluff area. Reaching from the West to the East side of Bluff, the protected bike path would be built with one lane on each side of the Highway. Each lane would be painted in green to signal where the bike lane is and would be built to separate cars from bikes. This can be done by either building a small concrete barrier or a raised bike lane entirely on the road. An example of this was done in Jackson Hole, WY as pictured in figure 1.

A similar design could be used on Highway 191 to be able to give those who don't have access to or can't afford to drive a car, a safe and reliable path to ride their bike on.

Figure 2 was created to show the possibility of bike lanes in Bluff. A painted bike path (shown in blue) could link Highway 191 to 3rd and 6th E to Black Locust Ave and up to 7th E and then Navajo Twins Dr. This bike path would

connect bikers to important places like the Bluff Elementary School, Bluff Fort Tourist Center, Bluff Community Center, and Twins Rock Café. Crosswalks are also included along the highway at 7th and 4th W and 3rd and 6th E. These crosswalks allow for bikes and pedestrians to safely cross Highway 191 and reach the painted bike lanes on 3rd and 6th E.

Along the bike paths are also bike racks (red dots) to store bicycles when they are not in use. Proposed bike rack locations include: Desert Rose Inn and Cabins, Comb Ridge Espresso Bistro, Post Office, Dairy Café, Recapture Lodge, Bluff Community Center, Bluff Fort Visitors Center, Bluff Elementary School, La Posada Pintitada: A Boutique Inn, Twin Rocks Café, and the Cow Canon Trading Post.

Finally, to encourage drivers to share the road with bikers, yellow signposts (yellow hexagons) with the phrase, “Share the Road” can be put up on intersections just outside of where bike paths already protect bikers from cars. These signs will remind drivers that since bike paths don’t exist on those streets that drivers need to be extra careful to look out for bikers and make sure that they are sharing the road with them.

Figure 1, on right, shows a protected barrier along the highway creating a safe space for cyclists.

Figure 2, below, Bicycle Lane Plan for Bluff.



AFFORDABLE HOUSING

“What threatens Bluff is a lack of affordable housing”

“We need affordable housing options that aren’t just apartment complexes.”

Our surveys show that affordable housing is an important issue to some in the Bluff community.

Of the 55 resident responses that we received, 74% rated the importance of affordable housing as a 3 or higher on a scale of 1-5. Interestingly the results reflect a clear difference among age groups in Bluff. 10 of 11 respondents under the age of 54 rated affordable housing as a 4 or higher. This is an important figure to keep in mind as many residents expressed a desire to attract younger people to the town and figure out ways to do it successfully.

Fortunately, there are tax incentives and housing rebates that are both state and federally funded available through the Low-Income Housing Tax Credit (LIHTC) and a Housing Choice Voucher program. The zipcode for Bluff, according to American Fact Finder, has a median income of \$32,292, which is important to note because the availability of affordable housing depends on the fraction of median income an individual (or family) makes. Also, subsidized housing does not require new construction, but can be applied to existing property. With that said, an energy and ecologically conscious developer would likely be a good candidate for an affordable housing project in Bluff. The region provides an incredible opportunity to showcase the beauty and synergy development can create on a “triple bottom line”

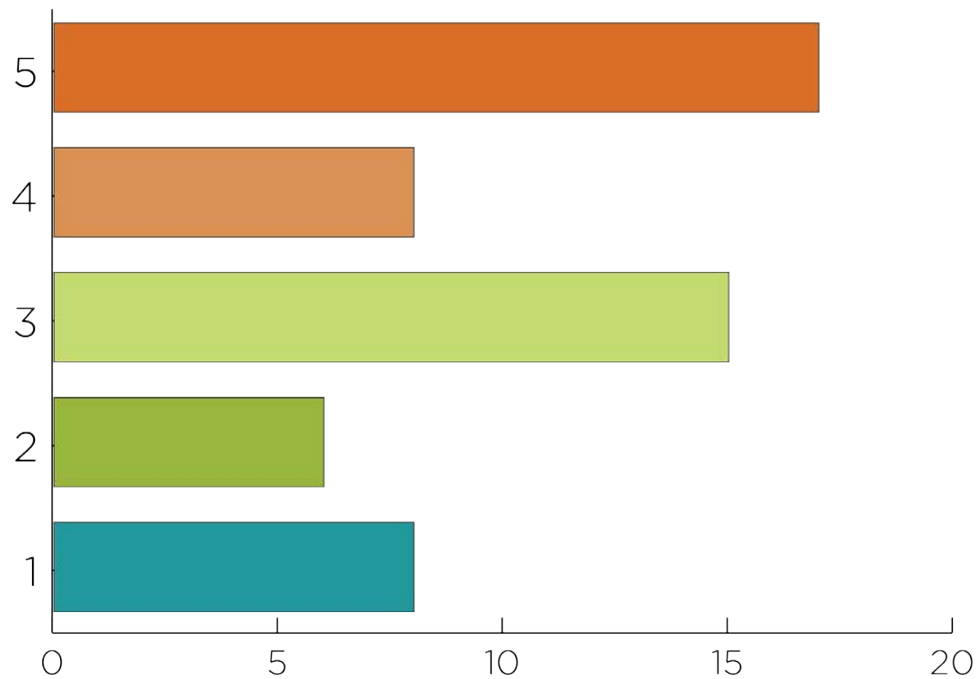
approach - people, profit and environment. This will ensure Bluff’s culture and style is maintained as resident’s see fit.

What Does it Look Like

Integrating Bluff with sustainable, multi-family affordable housing could positively impact the community. The current perception on multi-family homes is that density negatively impacts the rural atmosphere Bluff holds so dear. However, to obtain the goals voiced by the community through the survey, affordable housing needs to be perceived in a different way. Providing affordable housing can positively impact the community by granting opportunities to entrepreneurs and young families of Bluff by giving them the chance to establish themselves. By taking advantage of government funded incentives available for green housing, Bluff can address their housing issues, while creating a platform for younger families, and individuals, to maintain a meaningful life within Bluff’s community.

Looking at the environment Bluff encompasses, fresh water is not readily available. The septic tank system used in Bluff today is inadequate to facilitate larger developments. However, it does a great job regulating Bluff’s growth. By integrating a rainwater collection sys-

How Important is it to You to Expand Affordable Housing in Bluff?



tem with affordable housing an adequate amount of water can be provided to residents while relieving pressure on the septic tank system. The Utah Division of Water Rights allows for the storage of up to 2,500 gallons of water with a prerequisite registration to the division. By diverting the flow of rain and grey water running through the housing units into an underground tank, the collected water could then be used for toilets and cooling systems. By incorporating the use of low flow toilets the water collected should be self sufficient with little to no addition of water added to the tank. The addition of a rainwater collection system like this will drastically increase the amount of LEED (Leadership in Energy and Environmental Design) points the development will receive. LEED points are used to determine how sustainable a structure is resulting in government funded grants and tax incentives. Combining the rainwater collection system with other modern practices such as solar panels, natural lighting, energy efficient appliances, and sustainable landscaping the financial impact of the project will be significantly less.

A centralized location of the affordable housing unit would allow for maximum access to walking and biking. The layout of Bluff is heavily based on the flow of Main Street,. The east to west development of Bluff is influenced by the passer-by. Although this is not the ideal layout for a growing town, the community can use this expansion as means for a reliable and efficient way to integrate public transit. Most individuals are not far from Bluff's Main Street, placing them well within the confines of walkability for the average person. Integrating a bike path and a possible shuttle, along the mile and half long span of Bluff's Main St. could greatly increase the walkability of the area, forming the foundation of a fruitful and people orientated town.

FOOD ACCESSIBILITY

During the Listening to Bluff's community outreach effort that included several interviews and discussions with residents throughout several community visits, the issue of local food security and accessibility was often mentioned. Many residents specifically mentioned how difficult it is to access fresh healthy food.

Currently residents have quick access to a limited amount of pre-packaged food from businesses within the community. In order to access fresh produce, residents are required to either travel 25 miles to a limited food selection in Blanding or travel 75 miles to a larger selection in Cortez, Colorado. In addition to resident concerns, visitor survey results show that 60% of visitors feel that a grocery store is one of the major attractions currently missing in Bluff. With these concerns and results, it is clear that food accessibility is an issue that needs to be addressed in the community's near future.

While food accessibility is important to many residents in the community, a majority of residents also want to avoid chain grocery stores that could change the community identity of Bluff. In order to effectively address community concerns for adequate food accessibility while also maintaining community identity, it is important to thoroughly explore transition strategies that fit Bluff's unique qualities and requirements.

Local Food Production

In order to improve food accessibility in Bluff, there must be a readily available supply of locally grown produce. While encouraging all residents to grow their own produce on their own property is a good method for producing fresh produce, it may not be the most effective. Due to the climate, pests, and the soil in the area, residents have mentioned that gardening is a literal battle. Relying only on individual gardening efforts throughout the community can result in thinly dispersed resources and missed community-building opportunities. Instead, Bluff should explore other unique and creative options for local food production.

“

**ACCESS TO GOOD FOOD IS A
CHALLENGE...NOW I DRIVE TWO
HOURS TO GET GOOD FOOD...
THAT’S A CHALLENGE**

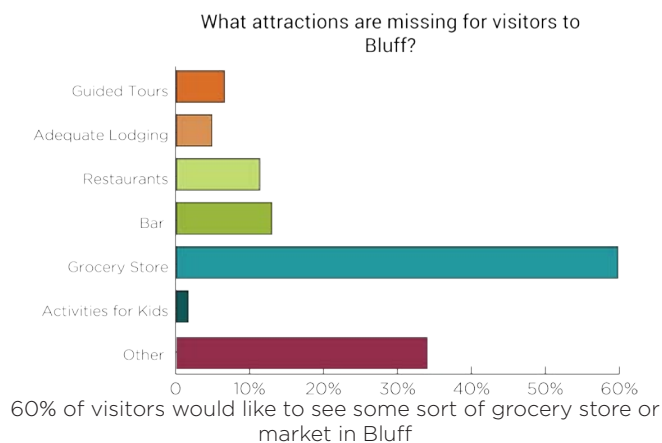
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One creative solution could be investment in community gardens or greenhouses that would be shared by community members. Land for a community garden or green house could be donated temporarily or set aside permanently by a landowner or the municipality itself. To ensure the garden's success, the location should be in an area that is most easily accessible for all residents, possibly near the center of town. The creation of the garden could be done by community volunteers or even developed in partnership with local universities such as the University of Utah or Utah State University. Due to climate constraints, aquaponics, greenhouse gardening, and other water wise gardening techniques should be an integral part of the community garden. While the main purpose for the community garden would be food production, it could also serve as a learning laboratory for community members to learn more effective gardening techniques that are successful in the local climate. Outdoor classrooms and regular demonstrations could be a part of the gardens function.

A way to pilot a community garden program is through applying for school garden grants. Teaching children the value of healthy eating habits, especially in places labeled as food deserts, has gained significant attention in America over the past decade. With the attention on health comes an abundance of funding opportunities focused on healthy kids and healthy communities.

The Whole Kids Foundation offers a \$2,000 grant to schools looking to create a school garden. Other grants include, Annie's Grants for Gardens, offering a \$3,000 grant, and The Seeds of Change Grant offering 10,000 to both school gardens as well as to community programs aimed at enhancing the environmental, economic, and physical well-being of the community. This is a starting point for what has the potential to become a solution to not only issues of food accessibility, but also a way to strengthen the community, teach children where their food comes from, as well as teaching students and adults sustainable and successful farming practices.

Starting small is a way to understand how many volunteer hours it takes to make a community garden successful. The aim is to strengthen the community rather than create tension brought on by a small group carrying the load of a large project. One school garden program in Utah has narrowed their focus to gardening with the students at recess, under the guidance of community volunteers. This model has created an opportunity for the students to participate in all the hard work associated with growing food successfully, as well as creating the time to enjoy the harvest without sacrificing instructional class time, or asking more from the teachers.



The challenging climate of Bluff is actually suited to the school season, as the most successful food production seasons will be when the weather is cooler, both in the spring and fall. Just as school resumes in the fall, the weather will be perfect for the planting of fall crops such as lettuce, beets, carrots, turnips and kale. These same cool weather crops can be planted as soon as the weather warms in the spring, and the garden can be left alone for the summer while the garden helpers are out



DESIGN AND IMPLEMENT SUSTAINABLE FOOD OPERATIONS... (GARDENS, CSA, MEAT SHARES, ETC.)



enjoying the freedom of summer.

Another creative way to increase local food production would be to promote Community Supported Agriculture (CSA) programs. In these programs, community members support local farms by paying for a portion of the operating costs in one lump sum at the beginning of the season in return for a portion of the harvest. These upfront payments are used to help farmers with the high costs of getting crops planted in the spring. Community Supported Agriculture helps to build a



sense of community while also providing a more direct link between production and consumption. Implementing such an agricultural model to the historic Curtis Jones Farm could greatly improve the availability of local fresh produce now and in the future.

Local Market/Distribution

While increasing local food production is the first step to bettering food accessibility, providing a place for local food distribution is the second. Community markets serve not only for food distribution but also provide social gathering spaces for the community to come together and interact. According to the Center for Rural Affairs the average population needed to support a grocery store was 2,843 in the year 2005. Since Bluff's population of approximately 250 is well below the amount needed to sustain an independently run grocery store, other creative solutions should be explored. A community owned market could be a creative solution to increase local food distribution while also strengthening community ties and preserving local identity. Similar to community-supported agriculture, community owned markets rely on financial and operational support from within the community. While these markets require elected support from the community, they better circulate capital within the local economy while also allowing residents to have greater control over what goods are offered. To support a community owned market Bluff would need to provide continued

financial backing as well as shopping and operational support from residents within the community. Partnering with existing businesses in the community could easily attain the support the market needs while also avoiding competition with other local businesses. For example, the community owned market could partner with an existing convenience store in order to cut the costs associated with the daily operation and maintenance of an independent location.



ECONOMIC DEVELOPMENT

Just as Bluff's history and overall character are unique and individual from the rest of San Juan County, its arts and culture also set it apart from all other towns. Influenced by many different elements including the Navajo, the Mormon Church, and even the landscape in which the town resides, Bluff's cultural makeup is comprised of uniquely different aspects. The combination of these influences create a town that is in Utah, but diverse and in contrast from the rest of the State.

Contributing to the eclectic culture of the town, Bluff is both an inspiration and a home for artists of many kinds. Every year since 2005, these artists and others from surrounding areas have been showcased in the Bluff Arts Festival. Writers, painters, sculptors, filmmakers, and more all combine their work and host auctions, displays of work, and workshops for visitors from all over the world. This event has grown in popularity over the years and is a major aspect to Bluff's tourism industry. Additionally, the festival fuels the artistic culture of Bluff and

ARTS & CULTURE





gives it reason and opportunity to thrive all year long.

A visit to the festival also gives an insight into the Native American influence on the town. Navajo art has a rich history in Bluff dating back to the times of the first trading posts in the area. Although the majority of the townspeople of Bluff are of Anglo descent, many of them choose to reside in Bluff because of their love and respect for the ancient history of the area as well as the opportunity to live in a community where another culture influences every facet of their lives. These aspects have become a defining element of Bluff and Navajo art and craftsmanship are well represented in local shops, town traditions, and within the overall feel of Bluff and its people. The Bluff Arts Festival has spurred a celebration that seems to bring the two communities together and residents and visitors alike agree that the festival is an incredible experience that can not be matched anywhere else.

In addition to the annual arts festival in the fall, Bluff also hosts other events throughout the year such as a hot air balloon festival every winter. These events all define Bluff; adding to its culture and giving it a sense of place. Furthermore, they are key elements in Bluff's

overall tourism industry and economic well-being. Local businesses including restaurants and lodges all benefit from people coming into town and staying for the festivals. With each festival, word spreads about the event, the town is exposed to new people, and visitors build a desire to return to Bluff again. Therefore, not only does Bluff's arts and culture contribute to the town's unique character, but it also generates local spending, attracts tourists, and gives Bluff the capability to support itself and its residents now and in the future.





OUTDOOR RECREATION

Southeast Utah is a mecca for outdoor recreation, and Bluff is no exception. Adjacent to the San Juan River and surrounded by public lands, Bluff is a jump-off point for outdoor enthusiasts eager to explore the desert and canyonlands. Climbing, mountain biking, river running, archaeological exploration, and camping are just some of opportunities to be had in Bluff's back yard.

Outdoor recreation's economic impact on Utah is massive, contributing \$5.8 billion annually to the state and creating an estimated 122,000 jobs. While these numbers are great for the state of Utah as a whole, we realize that Bluff is different. Residents expressed a desire to remain small and undeveloped, specifically citing Moab as an example of bad, unmanaged growth. We believe that Bluff can continue to successfully accommodate tourists while developing strategies for smart growth. This is best achieved through zoning practices as outlined in a community master plan that is built with the sincere input of residents. Zoning can be used as a mechanism to control growth and limit the negative impacts of future development that may come with increased visitation. With the proposed Bear's Ears National Monument, Bluff can expect an increase in tourists coming through town to experience the monument with the potential to overwhelm existing infrastructure. This scenario presents a unique challenge to residents by allowing them to prepare for

the influx while taking advantage of increased revenue provided by outdoor recreation.

This type of growth can be managed as long it is acknowledged beforehand. It can become beneficial for the town if a vision is produced that embraces recreation as a vital source of income and a plan to manage is put in place. Implementing shared community values is key to managing this type of growth and can be expressed in a master plan.



ENTREPRENEURSHIP

Throughout the Listening to Bluff process, many survey responses and conversations with residents alluded to the importance of small business in the local community. Interactions with residents and visitors both gave insight into the importance of small local businesses helping to create the unique community identity. Visits to Bluff also made it clear that local businesses were not only a driving force for the local economy but also served as vital pillars in the social and cultural structures of the community. This importance is reinforced in resident's desires to prevent large corporate businesses from doing business in town. The continued support of existing small businesses and the encouraged evolution of new local entrepreneurs is vital for economic sustainability in Bluff.

In small towns, entrepreneurship is essential to the economic and social success of the community. First, entrepreneurship increases the resiliency and stability of the local economy by increasing economic diversification. Towns who are economically and socially dependent on single industries are more susceptible to boom and bust cycles than small towns, whose economies are based on a diverse portfolio of small businesses. This is because both the revenue streams and sources of employment for the town are spread across several industries. Second, entrepreneurship can also enhance the sense of community in a town by increasing the amount of stakeholders. Community involvement and leadership is likely to increase when there are more small businesses who are invested in and benefit from the success of the community. By encouraging more entrepreneurship, Bluff could increase its economic resiliency while also improving its sense of community.



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WE NEED REASONS TO KEEP PEOPLE HERE --MEANING-- EVEN THOSE WHO LIVE HERE ARE CONSTANTLY VENTURING TO NEIGHBORING PLACES FOR SERVICES AND ESSENTIALS. WE NEED THOSE GENERAL SERVICES, ESSENTIALS, AND ACTIVITIES TO KEEP PEOPLE HERE.

”

Encouraging entrepreneurship for economic and social development of a town can be a complex process that is most effectively done through a combination of efforts within the community. To continue support for local entrepreneurship, Bluff must first remove any current barriers preventing local business innovation and consider possible incentives that encourage local business. Such barriers could include ordinances that require minimum lot sizes for commercial properties, ordinances that prevent live-work commercial developments, the lack of available commercial property, or other regulations that make small business development hard to achieve. Currently, Bluff's general plan mentions the desire to provide enough commercially zoned properties in order to encourage local entrepreneurial development, but this desire needs to be incorporated into local ordinances. Possible incentives that could spur local entrepreneurial development could be better allowing or providing live-work/studio spaces for local entrepreneurs, putting on a local business fair for businesses within the community, or providing tax and financing incentives. While removing barriers and providing incentives for local entrepreneurship is vital to Bluff's economic future, it must be done carefully in order to prevent attracting large outside businesses to the community.

To further local entrepreneurial development, Bluff would also need to better the services that are available to small business owners. Not having adequate services can cause strain on budgets and the daily business operations for small businesses. The community would need to carefully consider whether services such as water, sewer/septic, trash, and internet are sufficiently available for small business while still maintaining the desired level of services for the community. Bluff should also consider empowering local entrepreneurs by providing better adult education opportunities within the community. While the Utah State University extensions in Monticello and Moab provide some opportunities for adult education, regular community classes would be much more accessible for local entrepreneurs. Regular classes on trade skills, entrepreneurial methods, or business and financial management techniques could be offered in the community center on a regular basis. Such classes could empower local entrepreneurial development and support current small business owners while also building a better sense of community.

TOURISM

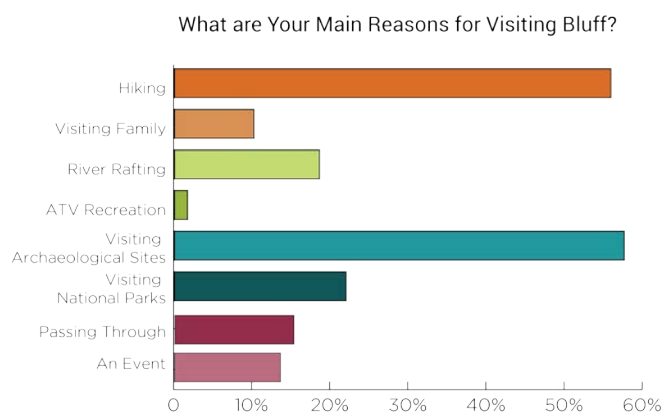
IMPACTS OF TOURISM

“I WOULD LOVE TO SEE IT AS A CENTER FOR A FUTURE BEAR’S EARS NATIONAL MONUMENT BLUFF COULD BECOME A RETREAT AND CONFERENCE CENTER PARTICULARLY RELATED TO ENVIRONMENTAL AND CULTURAL CONCERNS.”

Over the years, Bluff’s geographic location, beautiful scenery, unique history, and culture have attracted tourists from around the world. While many of the residents embrace tourism and the economic support it brings to the community, others are concerned tourism could threaten what makes Bluff unique. Throughout the Listening to Bluff process numerous residents expressed the desire to avoid the socially unsustainable tourism development that is occurring in areas around Moab, Utah and Sedona, Arizona. Community members expressed their desire to retain the current solitary identity of Bluff, while still embracing sustainable tourism development. The first step in shaping the future of tourism in Bluff is understanding what potential positive or negative impacts tourism development may have on the community.

Bluff has already been an economic beneficiary of tourism development and has, to a certain extent, embraced moderate amounts of tourism. Increased tourism can create better employment opportunities for local residents while diversifying the local economy and therefore making the community more attractive to younger

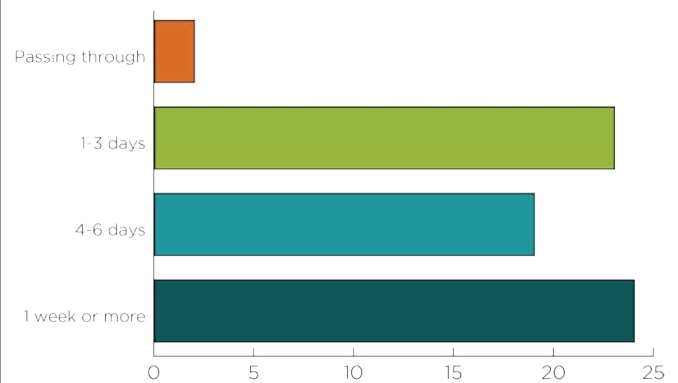
demographics. Increased tourism could also bring more revenue to existing local businesses which would also increase tax revenue used to better sustain the community as a whole. While increased tourism has significant economic benefits to the community, it can also have social and environmental benefits. Bluff has a deep history and an abundance of cultural resources, attracting tourism could promote the preservation of the historical and cultural resources the community already values. Tourism can create advocates from outside the community that can assist the community in maintaining their unique identity and sense of place.



While the community can continue to benefit from increased tourism, there are also several concerns and possible negative impacts that come along with increased tourism. Economically, tourism usually provides an abundance of seasonal, low earning employment opportunities that make year round living in Bluff difficult. Increased tourism could also increase the cost of living by increasing property values along with the cost of goods and services. Socially, increased tourism can negatively impact the community identity and sense of place that currently exists in Bluff by increasing outside influence. Environmentally, an increase in tourism can overwhelm the environmental resources and cause the degradation of the environmental treasures that are so important to Bluff.

Bluff and the surrounding area will continue as in the past to attract tourists from around the world. For the community to continue receiving the benefits of tourism development while also mitigating the issues that come with tourism, sustainable tourism could be actively pursued. Efforts must be placed on determining what the economic, social, and environmental carrying capacities of the community are {1}. Once these carrying capacities are determined, planning goals should be made to ensure that tourism development in Bluff doesn't exceed them. Ultimately, sustainable tourism development reinforces the careful balance a community should maintain between economic development opportunities and social or environmental impacts that come from tourism. A conscious effort to maintain sustainable levels of tourism development will ensure the community is receiving the benefits of tourism without inheriting its issues or problems.

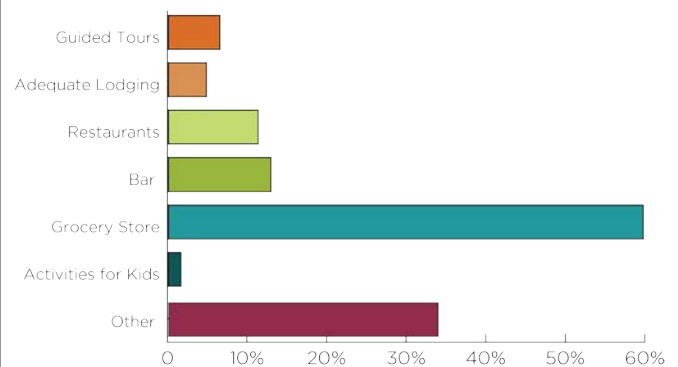
How Long are You Staying in Bluff?



**I WOULD HATE TO SEE BLUFF
TURN INTO ANOTHER MOAB!**



What attractions are missing for visitors to Bluff?





ASTRO TOURISM

DARK SKY TOURISM IN BLUFF

On the Colorado Plateau, you'll find Bluff amongst some of the darkest night skies on the planet. Word is spreading about the pristine views of the unpolluted night sky in southeast Utah, and it's clear that dark sky tourism has the potential to positively impact the area. The lands surrounding Bluff are currently home to 5 areas officially designated as dark sky parks by the International Dark Sky Association, recognized as such for their commitment to preserving the night sky through various programs and community support. Further bolstering Bluff's bid to become a dark sky haven is the fact that the entire desert southwest region was recently recognized by National Geographic as one of the best stargazing sights on the planet, attracting even more attention to an already growing segment of the Utah's bustling tourism industry.

Dark sky tourism has the potential to boost Bluff's local economy by attracting more visitors from nearby National Parks and Monuments for an intimate experience with the night sky. In our survey we asked residents if they support the growth of tourist amenities to encourage visitors to stay one more night. 75% of respondents approved of the amenities as long as they are low impact, locally controlled, and done with the character and integrity of Bluff in mind. Most residents are in agreement that convincing visitors to stay another night will benefit the town, and

promoting dark night skies might be the low-impact answer that they're looking for. Organizations like the Colorado Plateau Dark Sky Cooperative have shown that dark sky tourism can increase tourist stay by at least one more night. The organization has worked with the National Park Service in the area to ensure that dark sky tourism acknowledges cultural benefits by maintaining the context of ancient cultural resources, the historic fabric and charm of small towns, and encouraging a contemporary human connection with the stars. A dark sky tourism industry can be managed and controlled with the support of Bluff's residents to be a benefit for the town that reduces traditional tourism impacts.

A recent study on National Park visitation in Utah found that a large number of visitors cited dark night skies as a reason for extending their stays upon discovering that night sky related activities were offered in the area. An opportunity exists to provide a sustainable tourism option that complements Bluff's natural wonders and

remote values while taking advantage of the economic benefits. Presenting Bluff's pristine night sky as a natural commodity to be preserved can lead to action on reducing and limiting light pollution, controlling development, lessening impacts on wildlife, and gaining tourism revenue, all while defending Bluff's way of life. Minimally impactful infrastructure such as a community telescope, observatory or sky theatre could be constructed

somewhere in or outside of town. A small amphitheatre could serve as a location where visitors lay back in a circle around a storyteller sharing Navajo legends, information on constellations, and drawing parallels between Greek astronomy and Native American

observations. This could be a place of learning for the people of Bluff, curious travellers, and the Navajo where they come together to share and experience the night sky. Through thoughtful planning and broad community support, Bluff can implement the tools necessary to create a dark sky place like no other.

**I LOVE OUR NIGHT SKIES, I FEEL LIKE
IT IS AN IMPORTANT THING WE COULD
INCORPORATE INTO OUR TOWN AND
CELEBRATE.**

DARK SKY ORDINANCES

PROTECTING THE NIGHT SKY

From the results of our survey and discussions with residents we found that most people in Bluff support protecting and preserving the night sky for current and future generations. With this broad community support, Bluff has the opportunity to enhance their local economy for dark sky tourism. This can be done by adopting a lighting ordinance that is aimed at reducing light pollution and encouraging the smart use of lighting throughout town. Lighting ordinances are designed to ensure that lighting is used only where necessary, only when needed, and fully shielded when possible. The idea is to reduce light trespass, sky glow, and glare, all of which impede our view of the pristine night sky and bother our neighbors. When done appropriately, lighting ordinances can provide adequate light for safety and security while enhancing the beauty of the town.

Developing the codes for a lighting ordinance can be burdensome for small towns because of the staff time and resources required to complete the project. Thankfully, the International Dark-Sky Association (IDA) offers assistance in developing ordinances by providing a model lighting ordinance which is available at no cost on their

website. The IDA will also offer financial assistance to convert existing fixtures to dark sky friendly lighting for communities that show a significant commitment to protecting the night sky through broad community support and stringent ordinances.

The IDA recognizes and promotes stewardship of the night sky, while providing education, outreach, and funding to install and incorporate efficient lighting technology that reduces the effect of light pollution. They also recognize remote areas, both public and private with public access, that are free of major light pollution by working with citizens and officials to ensure preservation of the night sky. An IDA certification means that a community or park has shown an exceptional commitment to protecting their night skies by meeting a number of requirements to qualify as a Dark Sky Place.

The IDA offers 5 types of Dark Sky Places for certification:

1. International Dark Sky Communities: Dark sky communities are legally organized cities and towns that adopt quality outdoor lighting ordinances and undertake efforts to educate residents about the importance of dark skies.

2. International Dark Sky Parks: Dark sky parks are publicly or privately owned spaces protected for natural conservation that implement good outdoor lighting and provide dark sky programs for visitors.

3. International Dark Sky Reserves: Dark sky reserves consist of a dark “core” zone surrounded by a populated periphery where policy controls are enacted to protect the darkness of the core.

4. International Dark Sky Sanctuaries: Dark sky sanctuaries are the most remote (and often darkest) places in the world whose conservation state is most fragile.

5. Dark Sky Developments of Distinction: Dark sky developments of distinction recognize subdivisions, master planned communities, and unincorporated neighborhoods and townships whose planning actively promotes a more natural night sky but does not qualify them for the International Dark Sky Community designation.

Being recognized as a Dark Sky Place is achieved through a comprehensive application process and community support that meets all guidelines of a selected criteria. Incorporation would make it easier for Bluff to be recognized simply because of the control it allows over development and limits placed on types of lighting. Without incorporation, Bluff still has the opportunity to persuade individuals to honor the dark sky by installing lighting that complies with the IDA’s recommendations. Since this would be unenforceable under any regulation, it would take broad community support and persuasive arguments from community leaders.

Current IDA Dark Sky Places in Southeast Utah:

Dead Horse Point State Park (Moab): 130 miles north of Bluff

Canyonlands National Park: 92 miles north of Bluff.

Natural Bridges National Monument: 55 miles northwest of Bluff

Hovenweep National Monument: 34 miles east of Bluff

Goblin Valley State Park: 175 miles northwest of Bluff

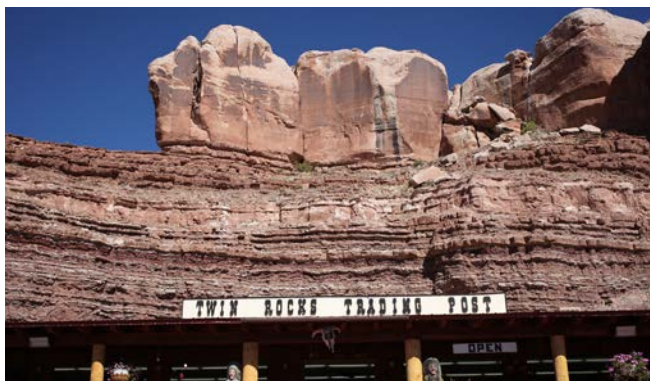
TOURIST AMENITIES

As a destination for travelers from around the world, Bluff is home to various tourist amenities that support their visitation. These amenities include, but are not limited to, nearly a dozen different lodging establishments, several restaurants, a historic visitor's center, and endless hiking options throughout the area. With questions surrounding tourism on both the resident and visitor survey, addressing the future of Bluff's tourist amenities was a key part of Listening to Bluff.

Addressing the information, data, and individual responses gathered from each survey, it is clear that Bluff is unique and has a special feel that sets it apart from the rest of the surrounding communities and municipalities. In the event of possible growth of its tourism industry, staying true to the character of Bluff is a critically important stance that is nearly unanimously reflected in the survey responses. Therefore, instead of merely increasing the capacity and sheer number of the current amenities, widening the variety of unique options for tourists can complement and add to the distinctiveness of Bluff and preserve its overall personality.

In reflecting on the responses collected from the visitor surveys while also respecting the values stated on the resident surveys, a potential future tourist amenity could be the addition of a small market that would sell fresh produce, food, and standard supplies. Currently, visitors have to travel far distances in order to purchase necessary items causing them to leave the town instead of staying one more night. On a question from the visitors survey, participants voted for a grocery store 60% of the time out of a list of seven possible additions to Bluff's current tourist amenities. With the establishment of a unique grocery/supply store, both residents and visitors to Bluff will benefit and the overall character of the town will not be lost.

While a grocery store/market was the main amenity that tourists feel are missing from Bluff, other unique additions could also complement the character of the area and the experience for visitors. With outdoor recreation and sight-seeing as the largest draw for tourists, many survey responses reflected the desire for increased recreation opportunities and easier access to supplies for kayaking or canoeing, hiking, and camping. This could come in the form of an increase in guided tours, supplies being sold at the market, or even a separate shop only for recreational activities. Other amenities that visitors expressed a desire for included a small community park, an increase in unique lodging options, and a full-fledged bar. In the end, the entire goal is to improve the current condition of Bluff, not to change it, and only the residents of Bluff have the ability to understand and decide what is best for their town.



YOUNG ADULT/YOUTH POPULATIONS

ATTRACTING YOUTH AND YOUNG FAMILIES TO SMALL TOWNS

There is a desire to attract younger people and families to what is essentially a retirement community. In general, a feat such as this tends to be an uphill battle, however that is not to say that it cannot be done, but rather that doing so will require a significant amount of desire and effort on the behalf of the residents of Bluff.

Before we address how to draw younger groups of people, it is important to first address the factors that currently exist in Bluff that might attract young people so as to assist the townspeople in highlighting their existing assets. One asset Bluff has for attracting youth is that it is a more liberal community than the surrounding area, something that has been shown to consistently appeal to younger people, who are in general more liberal. Also, Bluff has an existing arts culture that could



easily be expanded upon as a means to engage youth. The younger population is also generally interested in areas that encourage small business and the spirit they bring. Bluff has a surprisingly high number of third spaces which in the town given its size is a considerable strength. A third space is a place where people can go to hang out that is neither their home or their workplace. This is a factor that could work in its favor given how young people are drawn to these spaces. Lastly, Bluff has access to many outdoor recreational activities such as hiking, biking, and rafting to help invite the more outdoorsy crowd.

Unfortunately, due to the small size of Bluff, there naturally is a lack of gainful employment opportunities

for a young population. In today's modern world this is becoming less and less of an issue as more people telecommute to work or work over the internet. Should Bluff seek to take advantage of this employment possibility, better internet service would need to be acquired. Bluff also lacks certain resources that many young people desire when first starting a family, such as quick access to medical care and nearby access to a grocery store. This small size also affects the education opportunities available to the youth of Bluff. Bluff does have a public Elementary school, which is an important part of attracting young families, unfortunately, after the students graduate from 5th grade they are bussed for the next 7 years of their youth to schools 25 miles away. Time traveled to school has been observed to detract

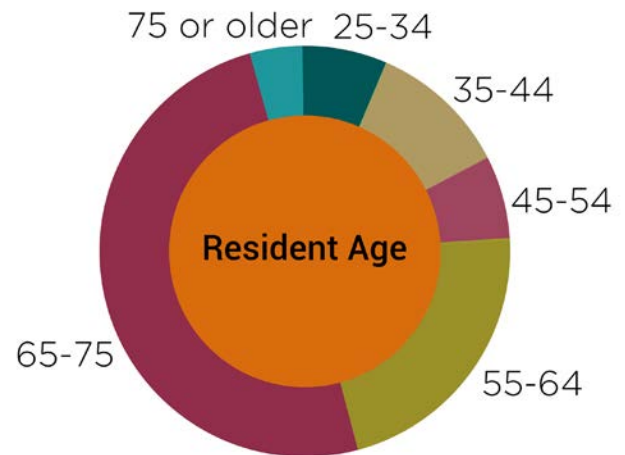


from both school success as well as family and community relationships which can be a detractor for many young families.

If Bluff wishes to attract and keep more young families it will be necessary to make an effort to expand the resources available to young people. People statistically like to be around others who are a similar age to them, and parents prefer for their children to have other kids their own age to socialize with. According to several youth residents of Bluff, the existing resources, both social and otherwise, are lacking. To remedy this issue, a youth group for the children of Bluff could be created. This would be a great way for the children of Bluff to form their own community, and in turn create the kind of memories that keep these children coming back to Bluff even once they are adults.

SENIOR POPULATIONS

SENIOR POPULATION STRATEGIES



The topic of Bluff's aging population was a theme in several conversations during Listening to Bluff's community outreach phase. In Listening to Bluff's resident survey, 76 percent of all respondents were ages 55 and older, and 54.35% of respondents were ages 65 or older. From the 2010 Census, we can see that 17.44% of Bluff's population is aged 65 or older, suggesting that our survey respondents were disproportionately older than we would expect for this community {3}. However, the American Sociological Association confirms that on average nearly 17 percent of the non-metropolitan population of the United States was age 65 or older in 2012 compared with only 13% in metropolitan areas. Likewise, most of our survey respondents were female which confirms national statistics that a majority of retirees are women {5}.

In a Congressional Briefing on Aging in Rural America, E. Helen Berry of Utah State University wrote the following on rural communities with unique amenities,

"Rural places will be more affected by aging than urban areas, not only because rural areas are demographically older but because rural older residents receive lower Social Security and pension benefits than urban elders. Concurrently, some high amenity rural counties, primarily in the South and West, receive internal in-migration from well-to-do retirees who are often active volunteers and social entrepreneurs and thus help revitalize some rural communities."

Our survey results showed that the average respondent has lived in Bluff for a little more than 14 years, suggesting that most respondents have migrated to Bluff rather than having been born here.

Problems Facing Bluff's Seniors

The seniors in Bluff tend to be more active and more social than their other rural counterparts. With older people choosing to live in Bluff because of the access to natural amenities and with both a senior center and informal community support networks, Bluff is better positioned to take care of its senior population than many other rural communities. However, Bluff also has a large number of older people who are not technically seniors. In Listening to Bluff's resident survey we saw that half of all respondents were ages 55 to 64-- a trend that would suggest that the senior population is going to greatly increase in the near future. Seniors in Bluff are not a monolithic

group or population segment, and the needs of older residents vary substantially by their age. (Housing an Aging Rural America: Rural Seniors and their Homes). As the older residents of Bluff continue to age, there will be more challenges of social isolation, provision of services, adequate dependable and affordable transportation, adequacy and accessibility of homes, and food deserts which all result in a lack of independence {5}. In Listening to Bluff's community outreach phase we saw that most older people in Bluff tend to be very active in volunteerism and in community at large. It is important to note that as these older people become seniors that their rates of community involvement may decline.

Additionally, seniors in rural places like Bluff face more substantial financial and healthcare challenges than their urban counterparts. On average, 65% of rural counties are whole or partial health professional shortage areas (HP-SAs), and 92% of counties with an American Indian/Alaska Native majority are HPSAs {6}. While we don't immediately see a trend of poverty among seniors, on average poverty rates for seniors in rural places, at 11%, are higher than in metro core places (9%) and suburban places (7%) {2}. With Bluff's population continuing to age, these issues should be given top priority for the community.

What are Solutions for Seniors

Access to quality healthcare, and specifically preventative health care is central for seniors to lead productive independent lives. Chronic diseases such as cardiac artery disease and respiratory diseases need to be actively managed and treated {4}. Bluff already has access to pristine air and world class outdoor physical activities, but lacks regular access to high quality food and preventative healthcare. Research shows that residents of areas where there are no vendors of healthy foods are more likely to be obese and have diabetes {7}..

As Bluff's population ages, access to high quality preventative healthcare and food will be paramount for a successful, independent senior community. Greenhouses, community supported agriculture (CSA) programs, or a local market could all potentially bring high quality food to the seniors of Bluff. A combination Health and Recreation Center may be able to provide the kind of preventative care that all citizens of Bluff, including seniors, will need in the future. This facility could work within or alongside the existing senior center to offer group classes, or personal training along with sharing strategies to keep seniors healthy. This facility or program would also help engage community seniors who are no longer as active in volunteering or in community events as they once were.



PLANNING AND ZONING IN RURAL COMMUNITIES

Sense of place is often what gives a small town character and charm. But how does a small town keep their sense of place and community ideals intact? Rural Planning and Community Zoning can help small towns regulate what types of businesses and development are allowed. When, used correctly, rural planning practices and zoning ordinances can enhance the community character while also protecting the uniqueness of Bluff. Small towns commonly use two types of planning mechanisms, a comprehensive plan and zoning ordinances. A comprehensive plan is used to outline community goals, visions, and policies regarding land use and development. Zoning ordinances are guiding rules and regulations that are generally used to help enforce the community vision created in the comprehensive plan. These rules and regulations are used to protect the town from land being used to create development that falls outside of the community vision or sense of place.

We found during our survey that many residents of Bluff moved to the community for the rural atmosphere and love of place is what keeps people coming back. But we also found that some residents want to find ways to encourage limited growth, mainly growth that attracts younger families. It is our hope that the tools in this section will help Bluff find ways to create planning

and zoning that will dissipate the fears that often come with the use of zoning. In many circumstances zoning creates unease because individuals presume they will be restricted. However, According to the US Environmental

Protection Agency, smart growth enabled by zoning is important for rural and small towns. Using smart growth strategies small and rural towns can create, “policies that protect the rural landscape, help preserve open space, protect air and water quality, provide places for recreation, and tourist attractions that bring investments into the local economy.” {1} It is these kind of planning strategies that will allow the residents of Bluff to not be limited in their open space, and instead create forms that will allow Bluff to create the type of place they want to protect. The EPA has created several documents that work in conjunction with each other with the sole purpose of helping rural and small towns create self assessments to foster smart growth and planning. This section will outline some of their thoughts and tools for creating smart growth in small towns. At the end of this section, links to the full PDFs will be provided for further reading.

With planning and zoning that supports the ideal vision of Bluff, residents can create a town that flourishes and enhances vibrancy and community spirit. When imple-

menting planning strategies and zoning ordinances in rural areas it is important to determine how to support growth while still maintaining the character and attributes that draw people to the community. While Bluff is home to many people for a variety of reasons,

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**ONLY INTELLIGENT PLANNING
WILL ALLOW US TO AVOID
THE ALL TOO COMMON FATE
OF WESTERN TOWNS.**

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the community mainly serves as a second-home and retirement community. It is important to consider such a community structure when creating plans for future growth. Planning strategies that are implemented in

Bluff need to maintain the same quality of life that drew residents to the area in the first place.

The first step in creating growth plans is to determine specific areas intended for development and those that need to be preserved. This allows for the designation of protected places while also allowing for community management to review future growth and buildings on an individual basis. “A clear set of principles developed through a broad community process and incorporated into the comprehensive plan can provide a framework for determining whether proposed developments fit with the desired community character and help achieve the community’s economic, environmental, and social goals. The comprehensive plan and codes could also require that large development proposals include a [community gathering] to incorporate community input into their designs.” {1}

One thing we found when speaking to residents of Bluff was a concern of increased taxes and other costly implications of planning. Once a community plan is created, determining how the development will financially impact the community is very important. The economic impact can be significant on a small town. Considering these im-

pacts and educating the community about them can be a helpful tool when implementing change. To mitigate these economic impacts, Bluff could look at implementing regulations that ensure all financing is secured before starting a project. “Concurrency regulations let the local government require that all needed infrastructure be funded and in place by the time each phase of a development is completed. If a scale analysis shows a development is not financially viable, the local government might choose not to approve the development.” {1}

One of the next steps in rural planning and zoning is creating a wastewater management plan. We have gone over wastewater management in greater detail in this document. However in zoning and planning for rural development this needs to be considered when creating a town plan. Bluff currently uses a septic system to control waste water, there are however other things to consider when planning. The EPA suggests that even small rural towns have a municipal septic management entity responsible for the repair, replacement, and maintenance of homeowners septic systems. This entity would ensure that residents are keeping their systems functioning and not posing harm to the environment or the surrounding community. There can also be a small fee, like a city

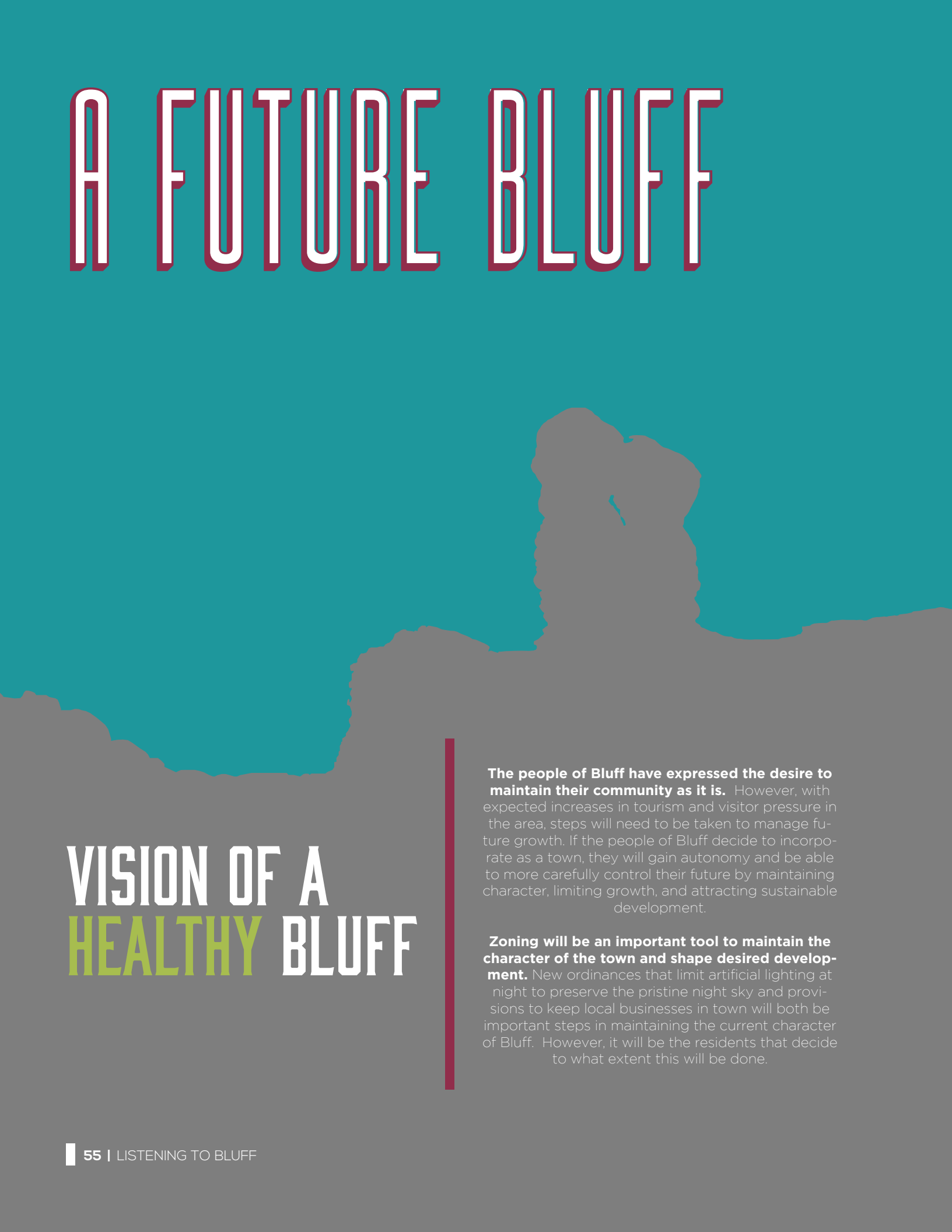


“

**WE’RE NOT LOOKING FOR
NO GROWTH,
JUST SMART GROWTH.**

”

A FUTURE BLUFF



VISION OF A HEALTHY BLUFF

The people of Bluff have expressed the desire to maintain their community as it is. However, with expected increases in tourism and visitor pressure in the area, steps will need to be taken to manage future growth. If the people of Bluff decide to incorporate as a town, they will gain autonomy and be able to more carefully control their future by maintaining character, limiting growth, and attracting sustainable development.

Zoning will be an important tool to maintain the character of the town and shape desired development. New ordinances that limit artificial lighting at night to preserve the pristine night sky and provisions to keep local businesses in town will both be important steps in maintaining the current character of Bluff. However, it will be the residents that decide to what extent this will be done.



Bluff can be a place where artists and outdoor enthusiasts come together. People will be able to experience the rich history of Bluff and spend time in a place that is unique to Utah and the country as a whole. Bluff can become a place to gaze at the night sky and give people an opportunity to see the stars like never before. It can be a place where food is accessible, fresh, and healthy. It can be a town that avoids being overrun by chain restaurants and stores with each establishment being its own unique business with its own sense of place. All in all, Bluff can be a place created by and for residents - people that truly understand what the town is all about. It can become this way through the people's will, as well as the framework that they create that hopefully brings in healthy business, sustainable solutions, and a diversity of people. As a result, our vision of Bluff is not a place that is over-developed like other Southern Utah towns, but is a place that further benefits those whom currently live there, sustainably brings in new residents, and better attracts those passing through.

As newcomers, we worked to listen to the town and understand what about Bluff is valued by its residents. Through this process we were able to gain a deep respect for the town and its people, we realized that this is a special place, it is truly unique and deserves to be protected. From the river to the Bluffs, to the bordering Navajo Nation and countless archaeological sites, this place is full of history and tradition. We have learned that Bluff does not want to become an over-developed, crowded, tourist destination like other places in Southern Utah. However, we acknowledge that Bluff must evolve in order to combat unwanted change. Incorporation may help to provide some of this change, but it will need broad support from the community, and it is not clear as of now if the town agrees that it is the best course of action.

Bluff is a diverse town with people from all walks of life. It is a soothing place of healing for those tired of our increasingly urban environment. It is a place where cultures blend and tolerance can be felt. It is a place where local businesses thrive, because people become loyal and returning customers. Bluff residents are truly invested in their town, there is a love of place and a

sense of stewardship for the future. It is a place of creativity, education, art, and cultural resources. The night sky provides a deep connection that is one of Bluff's most unique attractions. This place needs to be protected, and our eyes have been opened to this dire need. We may not understand the intricacies of the community like

residents, but we do know that through planning and unified community collaboration, Bluff can control their own future.

**SMART, SUSTAINABLE GROWTH IS
THE KEY CARRYING BLUFF INTO THE
FUTURE. WE NEED CONTINUED
INVESTMENT AND SUPPORT FOR
SMALL BUSINESS OVER CORPO-
RATE CHAINS AND PROTECTION OF
THE NATURAL RESOURCES AROUND
TOWN.**

ISSUES AND CHALLENGES

WHAT IMPEDES BLUFF'S VISION

There are several things that can stall Bluff's plan for incorporation. A small town, has many challenges that a large town does not. First among these is funding. To incorporate costs money. To have your own form of local government, costs money. To provide for all of the services that a small town needs, costs money. The number one issue among small towns is cash flow. Individual citizens must come together on this point for Bluff to successfully navigate this problem. A raise in property taxes should be expected. If not immediately, then within the next few years.

Issues across small town America sound familiar when we look at Bluff. Some of these include:

- ▶ Outflow of young adults, inflow of older adults - birthrates declining
- ▶ Lack of specialized medical care
- ▶ Loss of natural areas and open space
- ▶ Limited housing choices
- ▶ Lack of transportation options
- ▶ Limited planning capacity
- ▶ Opposition to regulations

As we have looked at the survey data, we have seen that there is discord among the citizens as to whether or not to introduce a sewer system into Bluff. Where this may seem a small thing, this decision will limit the opportunities that Bluff will have. This can be positive or negative based upon your end goal for Bluff. It will help to keep conglomerate businesses out of the city, however, it will also limit job growth and housing options for the city. This affects the age and demographic of people that would be willing to live in Bluff. This also affects the future planning capacity of the town.

A hospital, for instance, is not likely to come to Bluff without a town sewer system.

Bluff is very familiar with the loss of natural areas and open space. So far, Bluff wants to keep the majority of its land open. Hope for a stronger economy, better facilities, and a self supporting local government come into play, costs rise, and it can be a strong temptation for towns to sell off open space in order to make ends meet. Bluff must have a clear plan in order to avoid this type of problem. This is accomplished through good use of zoning and regulation of land use. Well drawn up town ordinances take some of the hard decisions out of the individuals hands and keep the town's general plan on course. There was some opposition to the idea of regulation and zoning in the survey data. This is one hurdle that must be overcome in order for Bluff to be successful in maintaining its identity. Zoning and ordinances are the very tools that Bluff will need to try and help their case for keeping large conglomerate business out of town, or at the very least, may make the

conglomerate business have the same look or aesthetic as the rest of the town. As Bluff struggles financially, it may mean that some of the efforts to keep larger companies out need to be relaxed in order to receive enough revenue to cover town costs, but having good zoning and well crafted ordinances allows the people of Bluff to introduce only that, which they feel comfortable allowing.

The reality of all towns and cities, large and small, is that of making concessions. Many cities have a vision of what they want to become, but many have had to alter course, simply because they must pay the bills. There are towns that have successfully kept their small town feel, but these towns have an export or import of business that pays for the overall town. Whether that is farming or ranching, or tourism. Bluff must decide what it is, and what it is going to become, and draft ordinances and zoning laws that will allow it to become what it wants to be. To be successful, however, the town must incorporate how it is going to cover all of its costs, and market itself in a way that it will meet its budget.

This is not meant to deter Bluff from seeking incorporation. It is meant to help Bluff anticipate some of the problems that the town may face, and help stimulate ideas that could prevent Bluff from facing some of the issues that most other small towns face.



“
I BELIEVE THIS CAN BE DONE TACTFULLY. PERHAPS A PLANNING/ZONING COMMITTEE COULD LIMIT GROWTH AND EXPANSION OF THIS SECTOR SO THAT THE PROCESS FEELS NATURAL AND GENTLE. THE LOCALS NEED TO ALSO VOICE THEIR OPINIONS ON WHAT IS APPROPRIATE AND NOT APPROPRIATE FOR BLUFF (IE: IS INTRODUCING WALGREENS AND MCDONALDS A GOAL OR NOT?)
 ”



THUMBNAIL OF PRECEDENTS

Although Bluff is fairly geographically separate in its corner of the Colorado Plateau, many aspects of the community and its circumstances are shared by other towns across the country. While each town is subject to a unique situation, each faces many of the same challenges and share common solutions. By examining these similarities we can draw parallels and assess how these towns have dealt with changing circumstances and in doing so help better inform potential paths for the future of Bluff.

From population size to climate, the towns analyzed in this section display both similarities and differences to Bluff. The towns in the following thumbnails set both positive and negative precedents. While many of these towns are successful in their own right, they may have dealt with their challenges in a different way than Bluff will want to. Despite the differences, each town shares similarities with Bluff and can be referenced to help inform in decision making when envisioning its future.

BARROW, AK

- **Population:** 4,373
- **Economy:** Oil fields and Tourism (Festivals)
- **Government Type:** Incorporated as a 1st class city in 1958



Barrow, AK (Utqiagvik) is located on the North Slope of Alaska and is the 11th northernmost public community in the world. Iñupiat tribes lived in Barrow as early as 500 AD, but it was not officially settled until 1825. but the building a similar history and demographic makeup as Bluff. Although Barrow's economy is mainly based on oil, it is supported by its festivals and culture in the community. Barrow is incorporated and because of the cold temperatures each property uses an individual septic system. While Barrow lacks a wastewater system because of its environment, it does offer a precedent on how Bluff could potentially develop while maintaining current wastewater infrastructure.

BAR HARBOR, ME

- **Population:** 5,264
- **Economy:** Tourism
- **Government Type:** Incorporated (1796)
- **Location:** Near Acadia National Park and Cadillac Mountain



The community of Bar Harbor, ME has an economy supported by tourism with a strong regional focus. While allowing for some controlled growth, the town has largely maintained its community feel. Like Bluff, Bar Harbor is a tourist destination largely because of its location and also actively works to protect its natural resources. They have adopted a Dark Sky ordinance to protect their nights skies which allows the town to promote astro-tourism as well as all other local tourist amenities.



THOUSANDS OF PEOPLE FLOCK TO ACADIA NATIONAL PARK AND BAR HARBOR EACH YEAR TO CELEBRATE THE SPLENDOR OF THE STARS AT THE ANNUAL ACADIA NIGHT SKY FESTIVAL, A FOUR DAY EVENT FILLED WITH STAR PARTIES, MOONLIGHT PADDLES, VIRTUAL SPACE TOURS, SPECIAL EXHIBITS AND PRESENTATIONS BY ASTRONOMERS FROM AROUND THE WORLD.



BOULDER, UT

- **Population:** 223
- **Economy:** Tourism
- **Government Type:** Incorporated (1958)
- **Location:** Near Grand Staircase-Escalante National Monument

Boulder, Utah is a great example of how to effectively utilize astro-tourism as a mechanism to create a unique local economy. The efforts that the town has made mitigate development in the area has allowed for the night sky in the town to be exceptionally bright and visible. The Boulder Mountain Guest Ranch is a local business that has taken advantage of this resource by creating a space for guests to go and enjoy the pristine night sky there. Guests are invited to go on night hikes or lay out and watch the stars with blankets and snacks.

Developing an economy that harnesses the pristine night sky of Bluff in the way that Boulder does with a ranch and lodge devoted to the activity would provide a way for visitors to the town to stay "one more night". By giving visitors a great place to watch the stars and trails to go on night hikes they are incentivised to stay and enjoy the town for a longer period of time. These people would eat more food, patronize more businesses, and stay longer at lodging in town. This kind of targeted development may be an option to Bluff's economy to grow in a way that makes sense for the community and could provide an activity that people living in urban areas cannot get.



DEADWOOD, SD

- **Population:** 1,270
- **Economy:** Tourism
- **Government Type:** Incorporated (1876)
- **Location:** In the heart of Black Hills National Forest, and near Custer State Park.



Deadwood, SD has many similarities to Bluff including both being an entry point to several national and state parks. Over the past few years, Deadwood funded a large restoration of their Historic Main Street, and although this has brought in lots of tourists, it has also attracted a crowd that has helped change the fabric of the community. For this reason Deadwood is a precedent Bluff could use as an example of how not to approach the situation of tourism.

ESTES PARK, CO

- **Population:** 5,858
- **Economy:** Tourism (Outdoor Recreation)
- **Government Type:** Incorporated (1917)
- **Location:** Near Rocky Mountain National Park



Similar to Bluff, Estes Park's location makes it the entryway to outdoor recreation for the region. Since incorporation, the town has seen steady growth, which has currently reached over 5,000 residents. The town, despite its steady growth has managed to maintain a strong sense of community. Every year they put on a large banquet in celebration and thanks to the city's volunteers, emphasizing their importance in the community.



KETCHUM, ID

- **Population:** 2,680
- **Economy:** Tourism
- **Government Type:** Incorporated (1880)
- **Location:** Near Sawtooth National Forest.

Ketchum, like Bluff, is also a small town that relies heavily on tourism. With two ski resorts and a national forest, Ketchum has outdoor recreation all year long. Because the tourist industry requires a large number of seasonal employees, Ketchum brings in college students to work during the peaks of tourism seasons.

SPRINGDALE, UT

- **Population:** 529
- **Economy:** Tourism
- **Government Type:** Incorporated (1959) Mayoral
- **Location:** Entrance to Zion National Park



More than 3.5 million visitors pass through Springdale, Utah each year on their way to Zion National Park. Springdale has been able to maintain its small town feel while successfully managing the massive influx of new visitors each year. In their general framework they have created a specific color palette and building restrictions so that every business and residence has to blend in with the topography of the area. All chain lodging is encouraged to use a unique name so as not to break the character of the town.

Springdale has created amenity preserving ordinances which are specifically designed to preserve their night sky. These ordinances guide all outdoor lighting while prohibiting unnecessary lighting. They do this by reducing streetlight size and allowing only downward oriented pedestrian lights. (From the General Plan)

TORREY, UT

- **Population:** 182
- **Economy:** Tourism
- **Government Type:** Incorporated (1934)
- **Location:** Gateway to Capitol Reef National Park

Although Torrey, Utah has a smaller population than Bluff, the town has been incorporated for over 80 years. The Torrey General Plan is extremely thorough and it sets forth specific strategies to protect their small town atmosphere and control growth, while dealing with increasing amounts of visitors each year.

"The intent of Torrey's general plan is to safeguard the small town atmosphere and unique character of our community, including historical assets, peace and quiet, privacy, a marvelous dark night sky, viewsheds, clean air, pure water, and abundant natural beauty. This Plan will guide future growth so that these values, traditions, and our unique lifestyle are respected and can be enjoyed by future generations." (General Plan).



WALLACE, ID

- **Population:** 784
- **Economy:** Tourism
- **Government Type:** Incorporated (1800's)
- **Location:** Near Coeur d'Alene National Forest

Wallace began its existence as a mining boom town in the 1800s. Situated in the highest silver-producing area in the US, it grew quickly and became the 3rd-largest city in the state of Idaho by 1890. However, the lucrative mining business did not last forever, and Wallace has been steadily shrinking for decades.

This town showcases the importance of a diversified economy, as its previous reliance on mining and its current fragile dependence on tourism may not support it. It also displays the benefits of historic designation;



the city's entire downtown is on the historic register, which saved it from demolition for new road construction. Wallace's shrinking population should serve as a warning for Bluff: residents should want to live there, and visitors should enjoy themselves and want to stay.

PRECEDENTS MATRIX

	TOWN LIST	Barrow, AK	Bar Harbor, ME	Boulder, UT	Deadwood, SD	Estes Park, CO	Ketchum, ID	Springdale, UT	Torrey, UT	Wallace, ID
PRECEDENT										
Governance										
Economy										
Tourism										
Art										
Dark Skies										
Infrastructure										
Schools										
Negative										

RECOMMENDATIONS

SHORT TERM GOALS

◆ “Build a Community Vision”

- ▶ Hold community outreach meetings regarding incorporation (discuss possibilities and concerns)
- ▶ Complete the incorporation checklist (included in this document)
- ▶ Complete the official incorporation process if approved by community
- ▶ Determine the type of Governance that best suits the community
- ▶ Explore financing strategies for funding municipal government
- ▶ Revise and update the General Plan and community vision
 - ▶ Create strategies for:
 - ▶ Affordable Housing
 - ▶ Waste Management
 - ▶ Alternative Transportation
 - ▶ Alternative Energy
 - ▶ Economic Development
 - ▶ Cultural Diversity and Inclusion
 - ▶ Adult and Childhood Education
 - ▶ Food Accessibility
 - ▶ Tourism Development

Medium Term Goals Continued

◆ “Actualizing the Vision”

- ▶ Create community ordinances and regulations to guide community development
 - ▶ Zoning Ordinances*
 - ▶ Growth boundaries
 - ▶ Development Standards (dark sky, architectural, etc.)
- ▶ Enable plan for affordable housing development that can withstand the forces and pressures of gentrification and growth
- ▶ Implement a waste management plan that includes maintaining the current septic waste system or replacing it with a waste management facility.
- ▶ Implement alternative transportation strategies along major roads and transportation corridors (bi-cycle lanes, hiking paths, etc.)
- ▶ Implement alternative energy strategies that best function for the community
- ▶ Encourage local entrepreneurship by increasing mixed-use developments.
- ▶ Diversify the economic base of the community to foster resilience
- ▶ Promote diverse community relations that regularly include and interact with surrounding cultures
- ▶ Strengthen support for local art and culture
- ▶ Implement strategies that ensure high quality and stable education for both children and adults throughout in the community and the surrounding areas.

Medium Term Goals Continued

- ▶ Begin implementation of transition strategies that increase local food accessibility
- ▶ Expand affordable internet and cell phone coverage to meet the current and future needs of the community.
- ▶ Develop strategic alliances to increase local access to high quality preventative healthcare
- ▶ Implement tourism strategies that encourage development that is sustainable across the social, economic, and environmental structures of the community
- ▶ Continually plan for and embrace expanded tourist seasons
- ▶ Use economic, social, and environmental marketing strategies to attract younger demographics to the community.
- ▶ Maintain a healthy and welcoming environment that accommodates the growing senior population in the community.

LONG TERM GOALS

◆ “Managing Growth and Development”

- ▶ Regularly evaluate and revise the community vision, general plan, and guiding ordinances in order to maintain unity within the community
- ▶ Maintain a transparent and engaged system of government that constantly looks to the community for guidance
- ▶ Develop community relationships that continually engage with voices from the surrounding regions and cultures
- ▶ Manage and adapt economic development strategies that ensure economic success and reinforce the community vision
- ▶ Guide sustainable tourism development by discouraging development that exceeds the social, economic, and environmental carrying capacities of the community
- ▶ Continually search for ways to better provide meaningful childhood and adult educational experiences for community members



CONCLUSION



“Our mission is to work in collaboration with the community; to listen and seek to understand the character, stories, values, and goals guiding the future of Bluff.”



Throughout this semester, our class has listened to Bluff to gain a better understanding of the community and its landscape. Listening, rather than immediately suggesting ideas and plans, better enabled us to make planning recommendations that are tailored specifically to Bluff.

After listening intently to the wants, needs, and advantages and struggles of Bluff, our class has made recommendations that we hope provide a framework to defend Bluff as the community sees fit. While our plans started out with listening, our class recognizes the process is never finished.

We all have thoroughly enjoyed working with the Bluff community and hope that while this document may be completed, the relationships and dialogue we have created won't end here. We thank everyone who has helped us along this journey and look forward to seeing Bluff continue the visioning process.

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ADDENDUMS

-THOUGHTS ON BLUFF-

“People are in harmony with nature and each other”

“Our beautiful unique red rock bluffs that surround the town sets us apart from anywhere”

CRITICAL PATH

Listening to Bluff has been an intense collaborative effort between students from the University of Utah, residents of Bluff, and many other individuals or organizations. Such a collaborative effort requires clearly defined time-line, objectives, and goals. In order to increase the impact and effectiveness of the Listening to Bluff process, the following critical path was created.

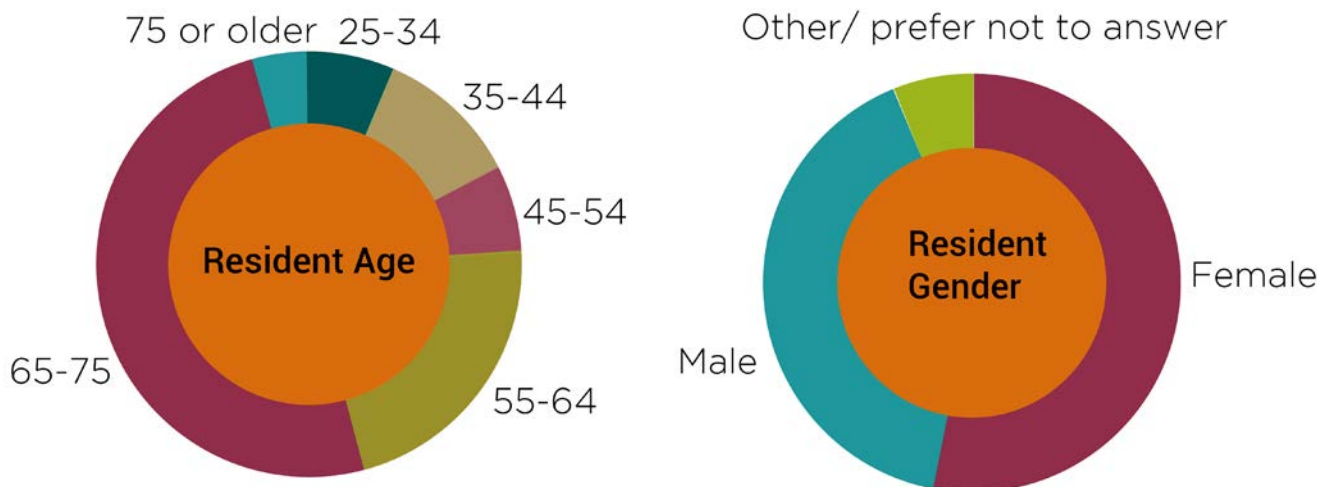
DOCUMENT COMPOSITION PATH	Sept. 7, 2016	Sept. 17, 2016	Sept. 27, 2016	Oct. 7, 2016	Oct. 17, 2016	Oct. 27, 2016	Nov. 6, 2016	Nov 16, 2016	Nov. 26, 2016	Dec. 6, 2016
Preliminary Research										
Review of Previous USU Studies										
General Plan Analysis										
Research Incorporation Procedures										
Obtain Maps of Proposed Incorporated Area										
Compose General Maps of Bluff										
Research & Compose Thumbnails of Precedents										
Research Astro Tourism Possibilities										
Explore Infrastructure Needs										
Explore Affordable Housing Strategies										
Explore Economic Development Strategies										
Explore Senior Population Strategies										
Explore Young Adult Population Strategies										
Research Types of Governance										
Understand Community Relationships										
Explore Types of Dark Sky Ordinances										
Understand Impacts of Tourism on Bluff										
Build Community Photo Collection										
Survey Interpretation & Analysis										
Understand the Community Vision										
Compile Visions & Voices of Bluff										
Reevaluate Previous Research										
Perform New Research on Community Issues										
Compile Goals & Recommendations										
Edit & Revise Document Text										
Visual Layout of Document										
Compile Draft of Final Document										
Review Draft of Final Document										
Complete Final Document										

CRITICAL PATH CONTINUED

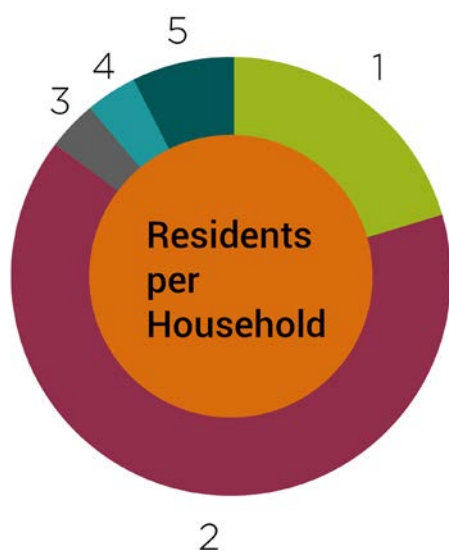
COMMUNITY OUTREACH PATH	Sept. 7, 2016	Sept. 27, 2016	Oct. 17, 2016	Nov. 6, 2016	Nov. 26, 2016	Dec. 16, 2016	Jan. 5, 2017	Jan. 25, 2017	Feb. 14, 2017
Website Composition									
First Community Visit									
Compose Visitor Survey									
Visitor Survey Administered (Online)									
Visitor Survey Administered (Handout)									
Compose Resident Survey									
Resident Survey Administered (Online)									
Resident Survey Administered (Handout)									
Second Community Visit									
Interviews & Discussions with Community									
Continued Outreach by Email									
Final Presentation to Community									

SURVEY STRATEGY & RESULTS

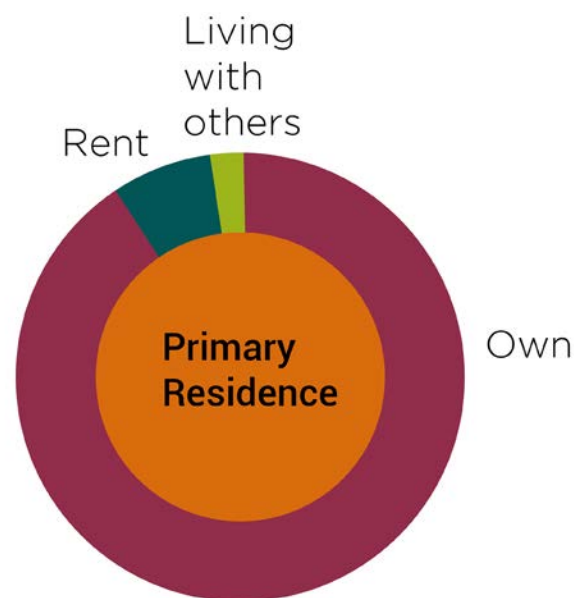
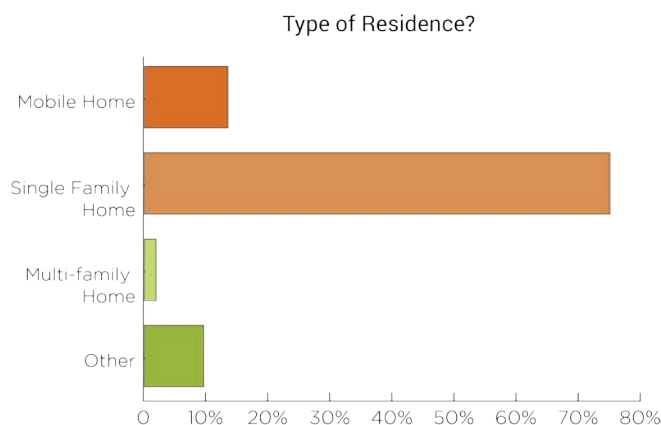
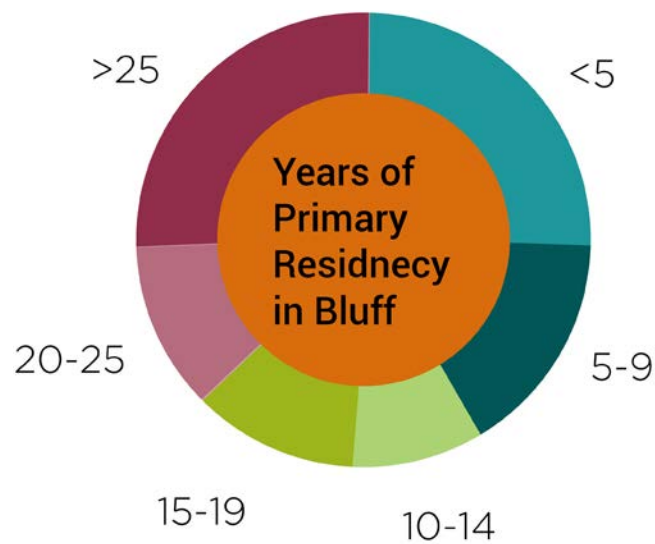
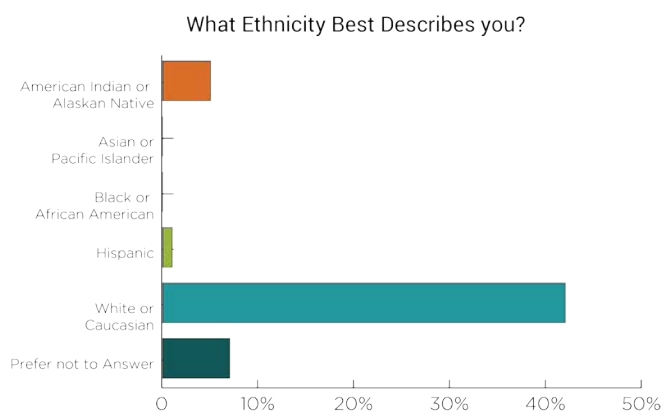
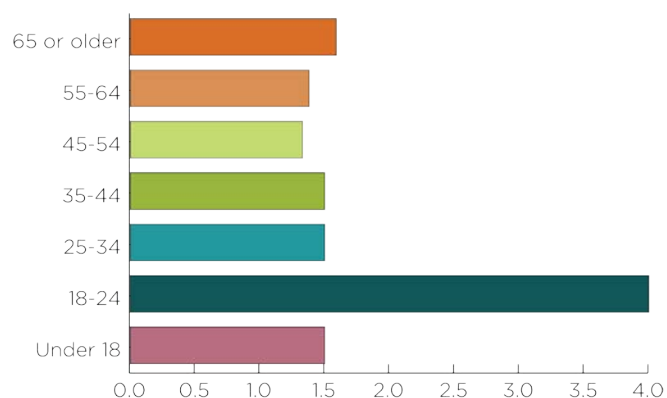
RESIDENT SURVEYS



RESIDENT SURVEYS CONTINUED

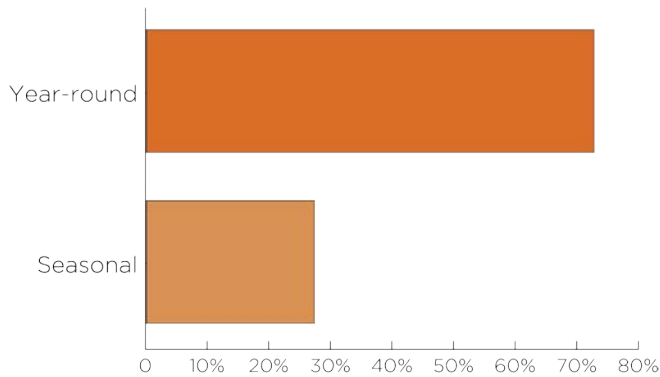


How Many People in Each Age Category Live in Your Household?

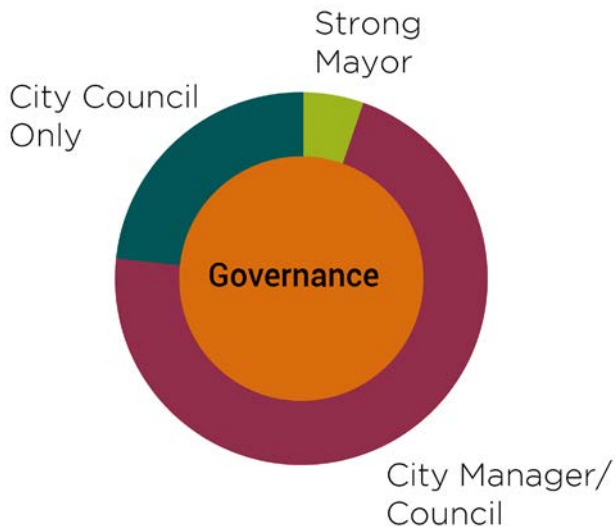
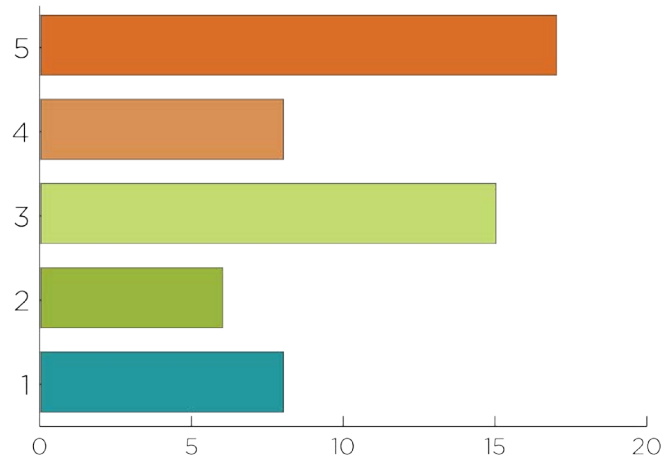


RESIDENT SURVEYS CONTINUED

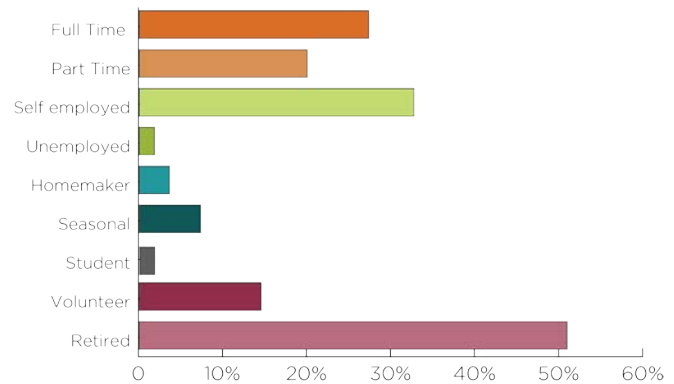
When Do You Live in Bluff?



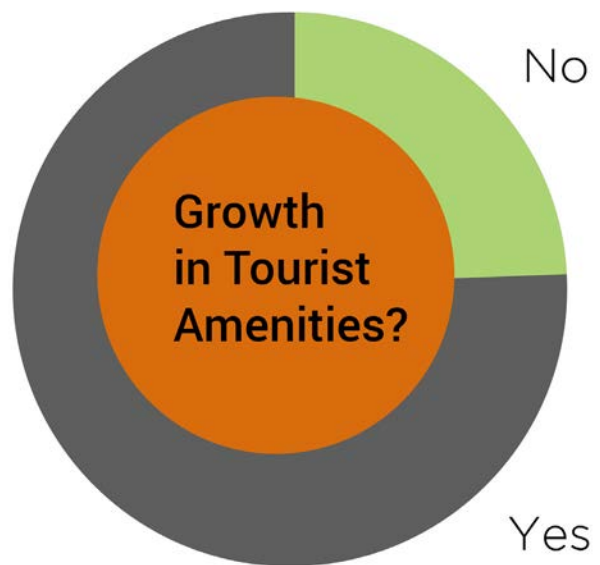
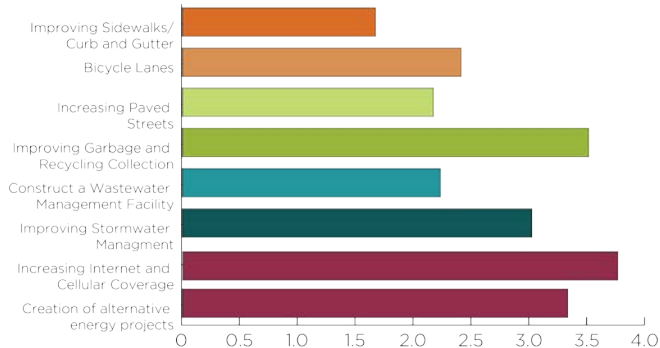
How Important is it to You to Expand Affordable Housing in Bluff?



Which Best Describes Your Employment Status?

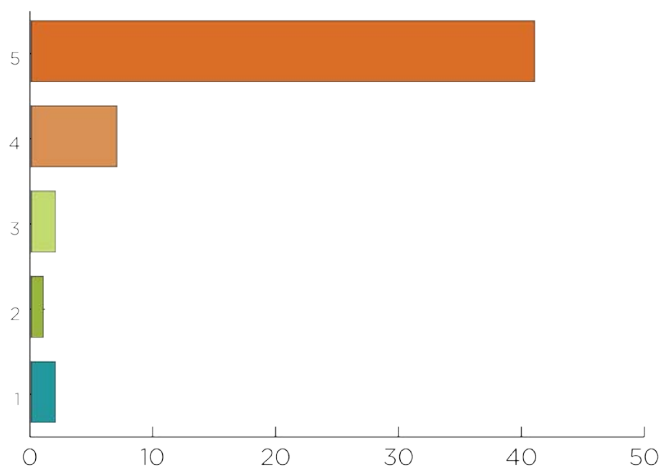


On a Scale of 1 to 5, how important are the Following?

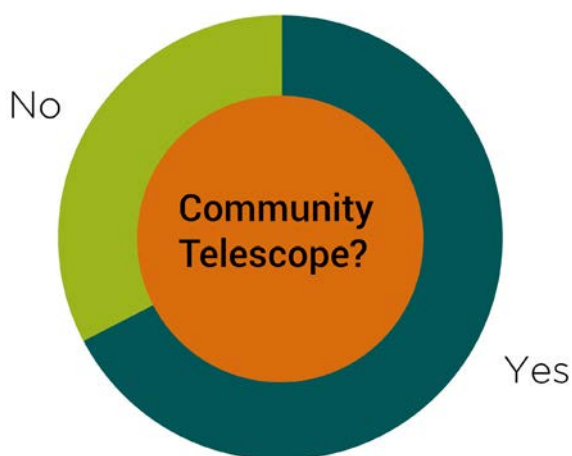
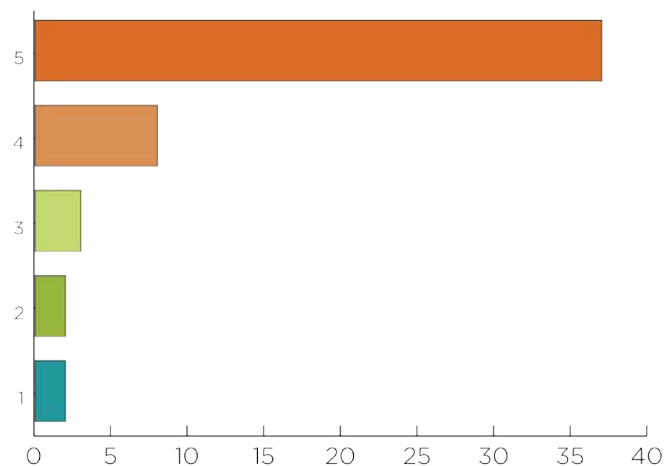


RESIDENT SURVEYS CONTINUED

On a Scale of 1 to 5, How Important to You is Bluff's Pristine Night Sky?

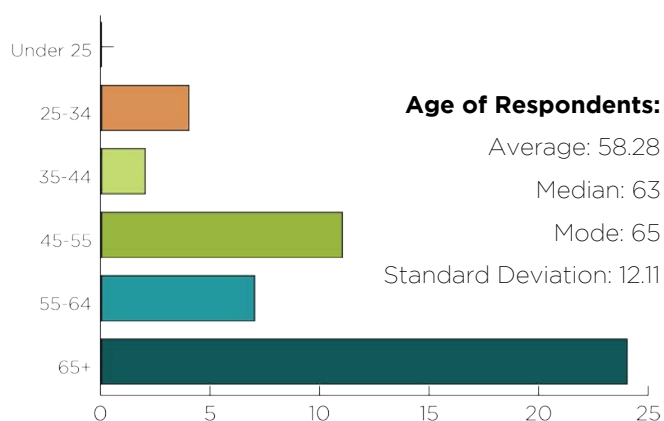


On a Scale From 1 to 5, How Important is it to You that Bluff Preserves Its Dark Night Sky?

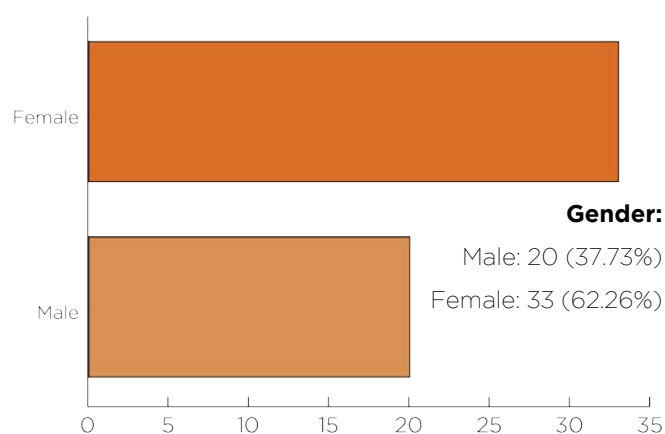


VISITOR SURVEYS

Visitor Age

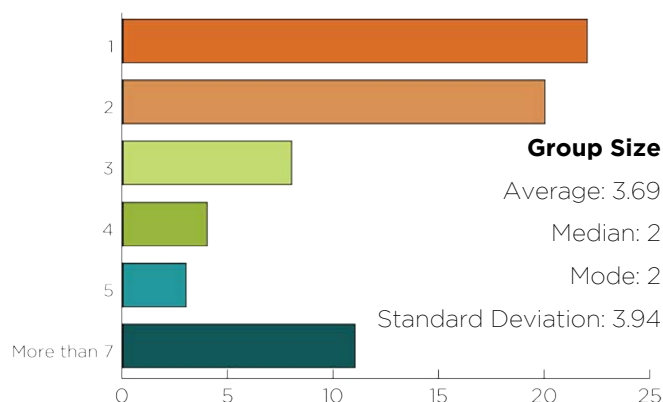


Visitor Gender

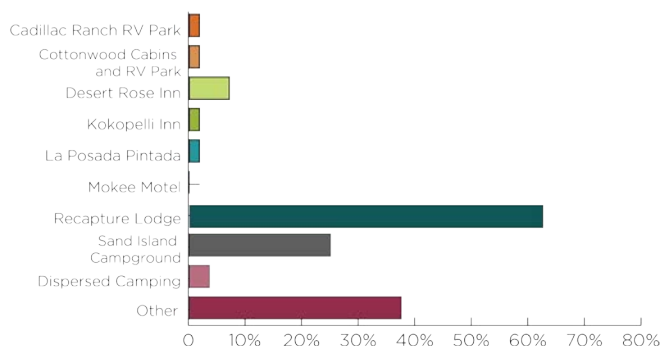


VISITOR SURVEYS CONTINUED

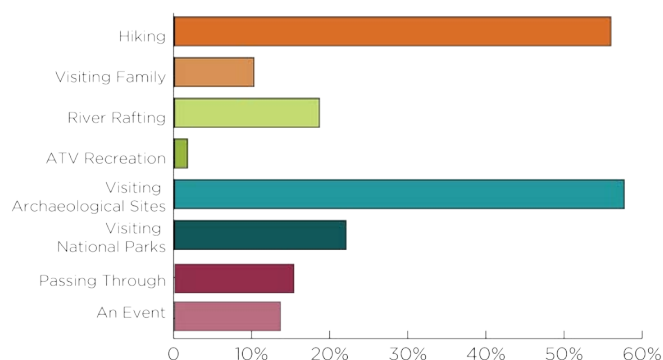
How Many People are you Traveling with?



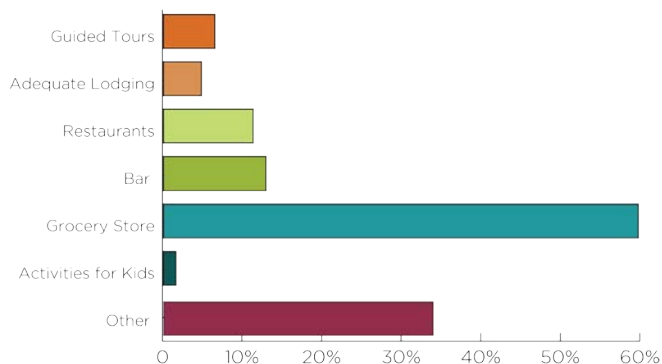
Where Did You Stay During Your Visit?



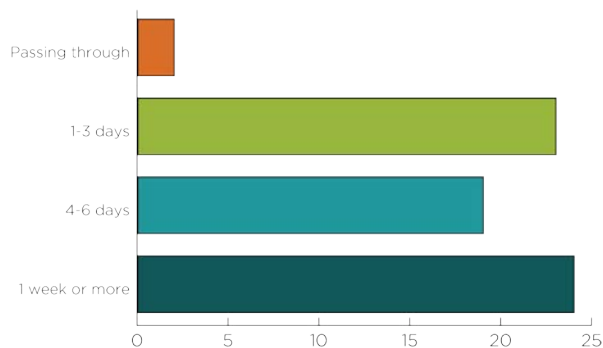
What are Your Main Reasons for Visiting Bluff?



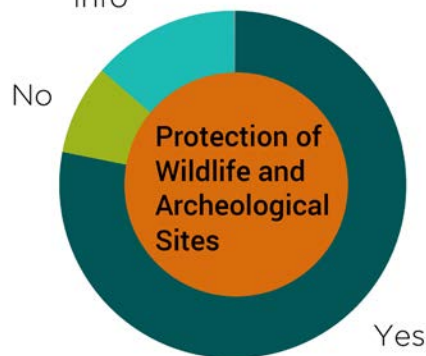
What attractions are missing for visitors to Bluff?



How Long are You Staying in Bluff?



Not sure
Not enough
Info



No

Easy Lodging:

Yes: 90.48%

No: 9.52%

Yes



Protect Wilderness and Archaeological Site:

Yes: 78.08%

No: 8.22%

Not sure, not enough info: 13.70%

EASY TO READ VERSION OF UTAH CODE FOR INCORPORATION

Process for incorporation for Bluff, UT

In order for Bluff to incorporate as a town you must file with the office of the Lieutenant Governor of Utah. You will need to have a petition signed by those in Bluff, that own real estate. The owners must be located inside the area that you are proposing to incorporate. In order for the petition to go through, the owners that have signed the petition must hold at least of the total assessed value of the overall land that you are wanting to incorporate. You must also have of the registered voters in favor of incorporation, with their names signed to the petition. 5 members of the area to be incorporated must sponsor the petition, and their names and addresses must be listed on the petition.

The petition needs to include an accurate map or plat, prepared by a licensed surveyor, showing a legal description of the boundary of the proposed town.

This is the language that must be on the form:

PETITION FOR INCORPORATION OF BLUFF

To the Honorable Lieutenant Governor:

We, the undersigned owners of real property and registered voters within the area described in this petition, respectfully petition the lieutenant governor to direct the county legislative body to submit to the registered voters residing within the area described in this petition, at the next regular general election, the question of whether the area should incorporate as a town. Each of the undersigned affirms that each has personally signed this petition and is an owner of real property or a registered voter residing within the described area, and that the current residence address of each is correctly written after the signer's name. The area proposed to be incorporated as a town is described as follows: (insert an accurate description of the area proposed to be incorporated).

- If a petition has already been filed with the State, you may not file another, or amended petition, until the first petition has been processed.

A petition may not be filed under this section if the private real property owned by the petition sponsors, cumulatively exceeds 40% of the total private land area within the area proposed to be incorporated as a town.

A signer of a petition may withdraw or, after withdrawn, reinstate the signer's signature on the petition at any time until the lieutenant governor certifies the petition and by filing a signed, written withdrawal or reinstatement with the lieutenant governor.

If a petition is filed proposing to incorporate as a town, an area located within a county of the first class, the lieutenant governor shall deliver written notice of the proposed incorporation:

to each owner of private real property owning more than 1% of the assessed value of all private real property within the area proposed to be incorporated as a town; within seven calendar days after the date on which the petition is filed.

A private real property owner may exclude all or part of the owner's property from the area proposed to be incorporated as a town by filing a notice of exclusion with the lieutenant governor within 10 calendar days after receiving

ing the clerk's notice.

The lieutenant governor shall exclude from the area proposed to be incorporated as a town the property identified in the notice of exclusion if the property is non-urban; and does not and will not require a municipal service; and exclusion will not leave an unincorporated island within the proposed town.

If the lieutenant governor excludes property from the area proposed to be incorporated as a town, the lieutenant governor shall send written notice of the exclusion to the contact sponsor within five days after the exclusion.

No later than 20 days after the filing of a petition, the lieutenant governor requests assistance from the county officers to, determine whether the petition complies with the requirements. If the lieutenant governor determines that the petition complies with those requirements, he/ she will certify the petition and either mail, or deliver, written notice of the decision to the sponsors of the petition. They will also deliver notice to the Utah Population Estimates Committee.

If the lieutenant governor determines that the petition fails to comply with any of the requirements, reject the petition and notify the contact sponsor in writing of the rejection and the reasons for the rejection. A petition that is rejected may be amended to correct a deficiency for which it was rejected and then refiled with the lieutenant governor. A valid signature on a petition filed may be used toward fulfilling the signature requirement for the same petition that is amended and then refiled with the lieutenant governor. If a petition is amended and refiled after having been rejected by the lieutenant governor. The amended petition shall be considered as a newly filed petition; and the amended petition's processing priority is determined by the date on which it is refiled.

If a petition is filed and certified the lieutenant governor **shall commission and pay for** a financial feasibility study. The feasibility consultant shall be chosen by the contact sponsor of the incorporation petition, with the consent of the lieutenant governor; or by the lieutenant governor if the contact sponsor states, in writing, that the sponsor defers selection of the feasibility consultant to the lieutenant governor; and in accordance with applicable county procurement procedure.

The lieutenant governor shall require the feasibility consultant to complete the financial feasibility study and submit written results of the study to the lieutenant governor no later than 30 days after the feasibility consultant is engaged to conduct the financial feasibility study. A feasibility study, according to Utah Code states that the financial feasibility study will consider the population and population density within the area proposed for incorporation and the surrounding area and current and five-year projections of demographics and economic base in the proposed town and surrounding area, including household size and income, commercial and industrial development, and public facilities; along with the projected growth in the proposed town and in adjacent areas during the next five years; the present and five-year projections of the cost, including

1. overhead, of governmental services in the proposed town, including: (A) culinary water;
2. secondary water;
3. sewer;
4. law enforcement;
5. fire protection;
6. roads and public works;
7. garbage;
8. weeds; and
9. government offices;

Assuming the same tax categories and tax rates as currently imposed by the county and all other current service providers, the present and five-year projected revenue for the proposed town; and a projection of any new taxes per household that may be levied within the incorporated area within five years of incorporation.

The feasibility consultant shall assume a level and quality of governmental services to be provided to the proposed town in the future that fairly and reasonably approximate the level and quality of governmental services being provided to the proposed town at the time of the feasibility study.

In determining the present cost of a governmental service, the feasibility consultant shall consider the amount it would cost the proposed town to provide governmental service for the first five years after incorporation; and the county's present and five-year projected cost of providing governmental service. The costs calculated, shall take into account inflation and anticipated growth.

If the five year projected revenues exceed the five-year projected costs by more than 10%, the feasibility consultant shall project and report the expected annual revenue surplus to the contact sponsor and the lieutenant governor. The lieutenant governor shall post a copy of the feasibility study on the lieutenant governor's website and make a copy available for public review at the Office of the Lieutenant Governor. The lieutenant governor shall approve a certified petition proposing the incorporation of a town and hold a public hearing.

Public hearing on feasibility:

If the lieutenant governor certifies a petition for incorporation or an amended petition for incorporation, the lieutenant governor shall, after completion of the feasibility study, schedule a public hearing to be held no later than 60 days after the day on which the feasibility study is completed; and consider the feasibility of incorporation for the proposed town.

The lieutenant governor shall give notice of the public hearing on the proposed incorporation by publishing notice of the public hearing at least once a week for two consecutive weeks in a newspaper of general circulation within the proposed town; or if there is no newspaper of general circulation within the proposed town, posting notice of the public hearing in at least five conspicuous public places within the proposed town; and publish notice of the public hearing on the Utah Public Notice Website. The county in which the incorporation is proposed shall post the notice described on the county's website, if the county has a website, for at least two consecutive weeks before the day of the public hearing.

At the public hearing the lieutenant governor shall provide a copy of the feasibility study; and present the results of the feasibility study to the public; and allow the public to review the map or plat of the boundary of the proposed town; ask questions and become informed about the proposed incorporation; and express its views about the proposed incorporation, including their views about the boundary of the area proposed to be incorporated.

A county under the direction of the lieutenant governor may not hold an election on the incorporation of a town if the results of the feasibility study show that the five-year projected revenues exceed the five-year projected costs by more than 10%.

Election to incorporate -- Ballot form.

Upon receipt of a certified petition or a certified amended petition the lieutenant governor shall determine and set an election date for the incorporation election that is on a regular general election date or on a local special election date; and at least 65 days after the day that the legislative body receives the certified petition; and direct the county legislative body of the county in which the incorporation is proposed to hold the election on the date determined by the lieutenant governor.

The county shall hold the election as directed by the lieutenant governor. You may only vote on the incorporation if you are a registered voter who resides in the area of the proposed incorporation.

The county clerk shall publish notice of the election in a newspaper of general circulation, within the area proposed to be incorporated, at least once a week for three successive weeks; and for three weeks. The notice shall contain a statement of the contents of the petition;

a description of the area proposed to be incorporated as a town, a statement of the date and time of the election and the location of polling places, and the lieutenant governor's Internet website address, if applicable, and the address of the Office of the Lieutenant Governor where the feasibility study is available for review.

The last publication of notice shall occur at least one day but no more than seven days before the election. If there is no newspaper of general circulation within the proposed town, the county clerk shall post at least one notice of the election per 100 population in conspicuous places within the proposed town that are most likely to give notice of the election to the voters of the proposed town. The clerk shall post the notices at least seven days before the election.

The ballot at the incorporation election shall pose the incorporation question substantially as follows:

Shall the area described as (insert a description of the proposed town) be incorporated as the town of (insert the proposed name of the proposed town)?

The ballot shall provide a space for the voter to answer yes or no to the question. If a majority of those casting votes within the area boundaries of the proposed town vote to incorporate as a town, the area shall incorporate.

Determination of council officer terms -- Hearings and notice.

A newly incorporated town shall operate under the five-member council form of government.

If the incorporation proposal passes, the petition sponsors shall, within 25 days of the canvass of the election determine the initial terms of the mayor and members of the city council so that the mayor and approximately half the members of the town council are elected to serve an initial term, of no less than one year, that allows their successors to serve a full four-year term that coincides with the schedule and. The remaining members of the town council are elected to serve an initial term, of no less than one year, that allows their successors to serve a full four-year term that coincides with the schedule and submit in writing to the county legislative body the results of the sponsors' determinations.

Before making a determination under Subsection, the petition sponsors shall hold a public hearing within the future town on the applicable issues.

The petition sponsors shall publish notice of the public hearing in a newspaper of general circulation within the future town at least once a week for two successive weeks before the day of the hearing; and on the Utah Public Notice Website for two weeks before the day of the hearing.

The last publication of notice shall be at least three days before the day of the public hearing.

If there is no newspaper of general circulation within the future town, the petition sponsors shall post at least one notice of the hearing per 1,000 population in conspicuous places within the future town that are most likely to give notice of the hearing to the residents of the future town. The petition sponsors shall post the notices at least seven days before the day that the hearing is held.

Notice of number of council members to be elected and of district boundaries -- Declaration of candidacy for city office -- Occupation of office.

Within 20 days of the county legislative body's receipt of the information the county clerk shall publish notice containing information about the deadline for filing a declaration of candidacy for those seeking to become candidates for mayor or town council; and information about the length of the initial term of each of the town officers, as determined by the petition sponsors.

The notice shall be published in a newspaper of general circulation within the future town at least once a week for two successive weeks; and for two weeks.

If there is no newspaper of general circulation within the future city, the county clerk shall post at least one notice per 1,000 population in conspicuous places within the future town that are most likely to give notice to the residents of the future town. .

The petition sponsors shall post the notices at least seven days before the deadline for filing a declaration of candidacy.

Each person seeking to become a candidate for mayor or town council of a town incorporating under this part shall, within 45 days of the incorporation election, file a declaration of candidacy with the clerk of the county in which the future town is located.

Notice to lieutenant governor -- Effective date of incorporation -- Effect of recording documents.

The mayor of the future town shall: within 30 days after the canvass of the election of town officers, file with the lieutenant governor: a copy of a notice of an impending boundary action, as defined in, that meets the requirements of; and a copy of an approved final local entity plat; and upon the lieutenant governor's issuance of a certificate of incorporation.

A new town is incorporated on December 31 of the year in which the lieutenant governor issues a certificate of incorporation, if the election of town officers is held on a regular general or municipal general election date; or on the last day of the month during which the lieutenant governor issues a certificate of incorporation, if the election of town officers ² is held on any other date.

Until the documents are recorded in the office of the recorder of each county in which the property is located, a newly incorporated town may not levy or collect a property tax on property within the town; levy or collect an assessment on property within the town; or charge or collect a fee for service provided to property within the town.

The lieutenant governor shall establish a fee in accordance with Section 63J-1-504 for a cost of an incorporation proceeding, including a request certification; a feasibility study; a petition certification; publication of notices; public hearings; all other incorporation activities occurring after the elections; and any other cost incurred by the lieutenant governor in relation to an incorporation proceeding.

The lieutenant governor shall, by supplemental appropriations, pay for a cost. If incorporation occurs, the new town shall pay the lieutenant governor each fee for each incurred cost described; and the county for a cost.

[illegible]

LISTENING TO BLUFF
UNIVERSITY OF UTAH
DEPARTMENT OF CITY & METROPOLITAN PLANNING
URBAN ECOLOGY CAPSTONE
DECEMBER 2016

