

GARDEN CITY  
GENERAL PLAN  
UPDATE 2022

PRELIMINARY DRAFT  
For Public Comment

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# Introduction

This document is meant to be an update to the Garden City General Plan adopted in 2014. A General Plan is a statutory requirement for all incorporated municipalities in the State of Utah. The primary purpose of a General Plan is to plan for and respond to growth and development in a way that reflects the goals and desires of the community.

The General Plan seeks to support future decision-making that will enhance Garden City in accordance with the values and priorities of its residents. The plan elements focus on the community's concerns with action items that serve as a guide to implement those elements. A well-developed plan will guide development while maintaining the characteristics of the community that make it a desirable place to live, work, recreate and raise a family.

A General Plan is not meant to address specific properties in detail or address specific zoning. It looks at an overall picture to determine the types of land use (residential, commercial, agricultural, etc.), transportation systems (local roads and highways) and other elements that make up the community.

## Plan Authority and Statutory Requirements

The State of Utah's Municipal Land Use, Development, and Management Act, Title 10 Chapter 9a Utah Code Annotated, 1953, as amended, directs municipalities to adopt a "comprehensive, long-range General Plan" that provides for the "present and future needs of the municipality". The statute requires each General Plan to include a land use element, a traffic/transportation component, and a Moderate-Income Housing Plan for communities with populations greater than 5,000. Other elements of the plan are left up to the municipality to determine what best fits their individual needs.

Due to the importance of tourism to Garden City, it was determined that a component addressing Economic Development and Tourism should be included in the plan. Furthermore, a Community Resources and Public Facilities component was also recommended to address the changing needs of the community, and the availability of city services to accommodate current and future residents and visitors.

## Adopting, Updating and Amending the General Plan

The Planning Commission initiates the planning process by making a recommendation to amend the General Plan and is required to hold a public hearing to allow for input from the community before making the final recommendation to the Town Council to adopt the General Plan. The Town Council then reviews the General Plan and can either adopt as written, adopt with revisions, or reject the plan. The General Plan can only be amended by ordinance and a vote of the Town Council. Once it is adopted, to maintain the Plan's effectiveness and relevancy, the Plan should be reviewed regularly to determine if the changing needs of the community are being met.

## Public Involvement

Throughout the process of updating the General Plan, Town officials have emphasized the importance of community input. Community surveys, a combined public work session with the Town Council, Planning Commission, and residents, as well as a required public hearing, were utilized to provide an opportunity for residents to voice opinions and provide feedback. Community input was gathered through the following:

- Introductory survey to gauge general views on priorities within the community (July 29, 2021, through January 2, 2022).
- Combined work session with Planning Commission, Town Council, and residents (September 8, 2021).

- Plan Elements Survey which addressed specific issues of land use, transportation, economic development and tourism, and parks and trails (December 6, 2021, through January 31, 2022).

Copies of the surveys as well as detailed summaries are included in **Appendix A-Public Involvement Summary**

Areas of concern noted in public surveys included:

- Recent increase in residential development that is being used for short-term rentals
- Impact of tourists on community resources and full-time residents
- Planned Unit Development (PUD) Agreements with developers not providing amenities at a level that compensates for impact of projects.
- Need for increased public services and infrastructure
- Trail development, expansion and connectivity with existing trail system as well as improved signage.

## Community History and Profile

The Bear Lake Valley was home to Native Americans for more than 12,000 years with tribes such as the Shoshone, Ute and Bannock utilizing the abundant resources to hunt and fish. By 1818, mountain men began traveling to the area beginning with the Donald MacKenzie Snake River expedition. Trappers began frequenting the area they called Black Bear Lake as well and began trade with the Native American tribes. By 1828, the Bear Lake Rendezvous became an annual event with Mountain Men such as Jim Bridger, Jedediah Smith and William Ashley joining with various tribes to trade furs and share the latest news as well as participate in horse races, dancing and general merriment. This yearly event was held at the site of today's aptly named Rendezvous Beach.<sup>1</sup>

With the settling of Mormon Pioneers in Great Salt Lake Valley in 1847, the Bear Lake Valley became known to the pioneers but the harsh winters and difficulty reaching the area discouraged permanent settlements, although pioneers traversed the valley on their way west. In 1863, a contingent of Mormon settlers under the leadership of Charles C. Rich were sent to the area to establish a settlement in preparation for the anticipated conflict with the US Government. They settled on the Idaho side of the valley in what is now Paris, Idaho, leaving the southern portion of the lake to the Native American tribes through treaty. However, as more settlers moved into the area, they began to settle further south and established Garden City (originally called Kennedyville) in 1877 and Pickelville in 1879. With permanent settlement came the need for water and irrigation. Phineas W. Cook began planning a canal for this purpose and established the Swan Creek Irrigation Company in February of 1877. Wright A. Moore was charged with distributing land and setting up the town site. The town was surveyed into eight-acre blocks running north/south with four lots, six rods (approximately 16 ½ feet) wide on each block. Approximately 800 acres of farmland surrounding the town was divided into 20 acre lots and names were drawn to assign lots to the residents.

It wasn't until 1878 that the first public meeting house was constructed in Garden City. The one-room log structure served as an LDS meeting house, school and general meeting house. By 1881, the first post office had been established negating the need to travel seven miles to Fish Haven, Idaho to collect mail.<sup>2</sup>

By the 1900's, the town included a general store, a blacksmith, a wheat mill, a sawmill and a saloon; however, the saloon burned down after only a short while in operation. Telephone service came to Garden City in 1900 and in 1912, the Swan Creek Electricity Company was granted right-of-way by Rich County to build a power plant on Swan Creek which would provide electricity to the county.

<sup>1</sup> "The Fascinating History of Bear Lake Valley," accessed August 8, 2021, <https://bearlake.org/the-fascinating-history-of-bear-lake-valley/>

<sup>2</sup> Andrew Jensen, *Encyclopedic History of the Church of Jesus Christ of Latter-day Saints* (Salt Lake City: Church of Jesus Christ of Latter-day Saints, 1941), 272.

The appeal of Bear Lake as a summer resort area was apparent and by 1913 Clarence Booth and his wife set up tents at Swan Creek for visitors and by 1916 the Lakota Beach development was established, and several permanent cabins built. In 1914, the Ideal Beach and Amusement Company opened a resort in the Hodges Ranch area, south of Garden City. There were 42 cabins, a café and a popular dance hall. These two developments were just the beginning of the recreation industry that has become such an important part of the Garden City economy.

Garden City was incorporated in 1933 following a proposal made by Charles W. Pope to bring culinary water to the town via piping of Swan Creek Spring. An engineer was hired and in the fall of 1933 the town chose Mr. Pope as Town President. Garden City and the adjacent Pickelville were incorporated into one community under the name of Garden City in 1978.<sup>3</sup>

## Setting

Garden City is located in Rich County and is the most populous town in the county. Garden City sits at an elevation of 5,968 Above Sea Level (ASL). It is situated on the western shore of Bear Lake where the lake forms a crescent curving into the Lake. The City is located 30 miles from the county seat of Randolph and 122 miles from the state capital, Salt Lake City.

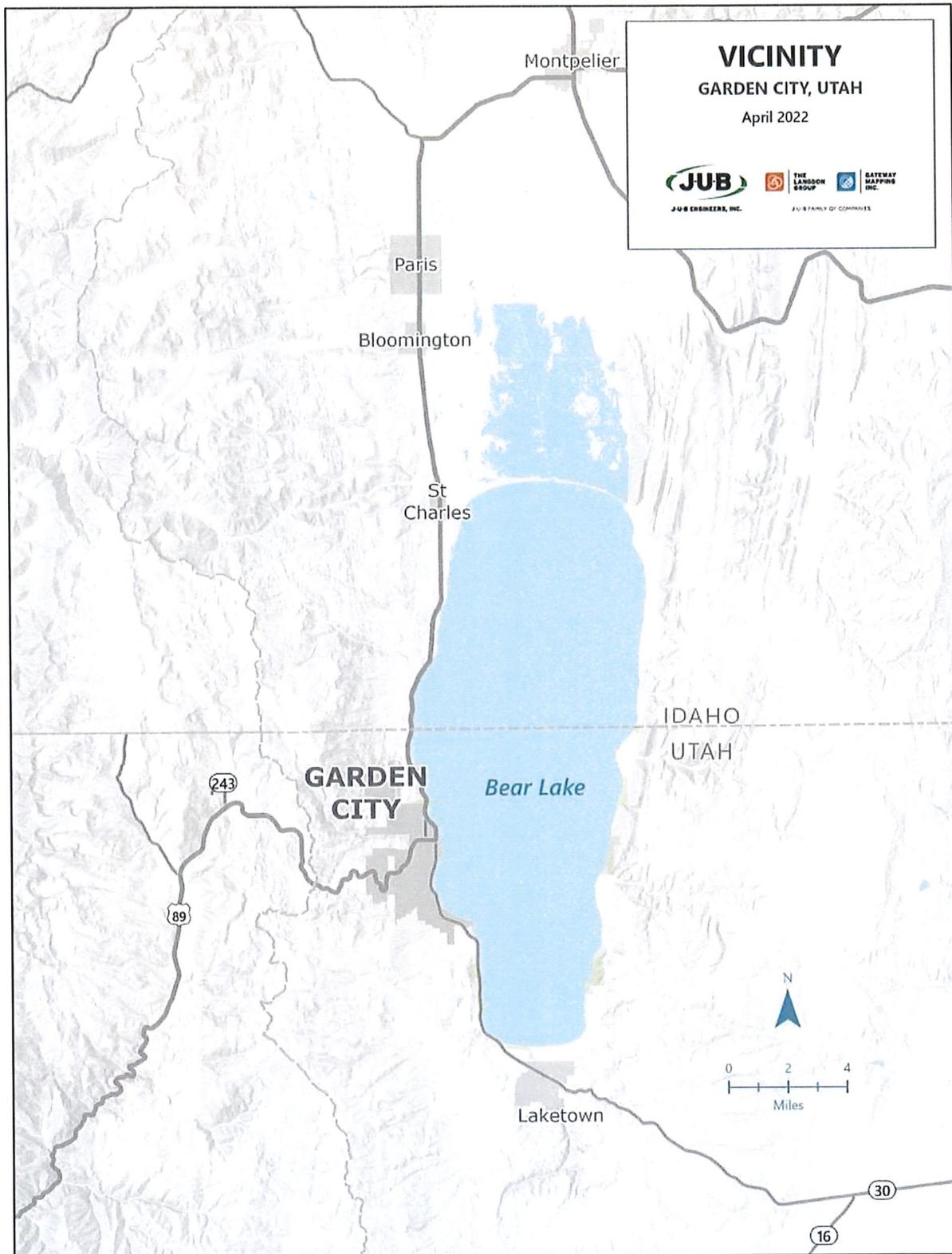
Garden City is accessed from the southwest by Highway-89 through Logan Canyon and from the southeast via State Road 30 which is known as Bear Lake Boulevard (Figure 1). Highway 89 merges with SR-30/Bear Lake Boulevard and heads north out of Garden City along the western shore of Bear Lake across the state line into Idaho. Buttermilk Boulevard/300 West is the primary municipal road running north-south and connects with the east-west routes through the town center at 200 North, north of Highway 89 and Buttermilk Lane to the south. Further to the south, Hodges Canyon Road intersects with State Road 30 providing an additional east-west route.

According to US Climate Data, the annual average high temperature is 58°F and the annual average low temperature is 36°F. However, the coldest month of the year, December has an average low of 25°F and high of 38°F. July is the hottest month for Garden City with an average high temperature of 83.1°F. Average snowfall in Garden City is 59.4 inches with significant snowfall occurring nine months out of the year.

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<sup>3</sup> Parson, Robert E. (January 1996). *A History of Rich County*. Utah Centennial County History Series. Salt Lake City: Utah State Historical Society. p. 287.

Figure 1 – Bear Lake Valley Vicinity Map



## Demographic Profile

A General Plan considers existing conditions including population information (see Tables 1 – 3) and anticipates future development by conducting a 10 to 20- year population analysis (see Table 2). Future land uses, which will be discussed in Section 1, are applied to parcels within the city and to future annexation areas based on anticipated growth. Data for Table 1 was obtained from the American Community Survey. The population projections in Table 2 are based on research from the Wasatch Front Regional Council.

Table 1 – Percentage of Population by Age and Median Income

	<i>GARDEN CITY</i>	<i>RICH COUNTY</i>	<i>UTAH</i>
Percentage of population under 5	2.7	6.1	7.7
Percentage of population under 18	36.0	29.5	29.0
Percentage of population 65 and over	16.1	21.1	11.4
Median age	30.7	34.3	31.2
Median Income	\$40,607	\$37,298	\$48,055

Garden City’s population is young, with a median age of 30 along with a higher percentage of children 5 – 18 than the County or the State. Median income is higher than the County but less than the modest State median income of approximate \$48,000. This data would indicate a need for community services such as parks and recreational opportunities.

Table 2 – Rich County Population Projections 2020-2050<sup>4</sup>



<sup>4</sup> "Population Projections (City Area)." n.d. Data.wfrc.org. <https://data.wfrc.org/datasets/population-projections-city-area/explore?location=40.893001%2C-112.017017%2C10.02&showTable=true>.

When compared to long-term population projections, 2020 Census redistricting data suggests that Garden City, with a population 29% greater than projected, may easily surpass the projected 2050 population of 664 by the next Census (Table 3). Garden City should develop policies now that will inform land use in the future and accommodate the need for housing, transportation, and infrastructure.

Table 3 – Projected Population Growth vs. Actual Growth by Town



# 1. Land Use

# 1. Land Use

## Vision

*Garden City will maintain the character of a rural community and a welcoming resort destination.*

## Existing Conditions

Garden City is ideally situated on the western shore of Bear Lake State Park at the end of the Logan Canyon Scenic Byway and is considered a year-round resort destination.

Garden City currently encompasses approximately 5,600 acres, or nearly 8.7 square miles of incorporated lands. While most development occurs along the shore of Bear Lake, development has extended into the hills which overlook the town center. Approximately 77% (4,312 acres) of the land within the city is currently in residential use and less than 1% of the total land area is in commercial use.

Census data indicates a total of 1,128 housing units in Garden City but only 227 are occupied year-round.<sup>5</sup> Housing units that are not occupied year-round have increased by 12% since 2010 while occupied housing units have increased by only 6%. The demand for affordable year-round housing has been difficult to meet as housing prices throughout the state of Utah have increased dramatically and interest in Short-term Rental (STR) or second home investment has also grown. Land available for development is limited and the incentive to build residential units that are used as investment properties, or STRs is high, thus removing the land and the housing unit from the inventory available for year-round residents to occupy

The popularity of Garden City as a summer vacation destination is often at odds with its small town, rural character. Tourists are estimated to increase the population up to ten times the permanent resident population during the peak months of the summer season.

Commercial uses line both sides of SR-30/Bear Lake Boulevard and include retail businesses, many that cater to tourists during the summer months. This area has taken on the role of a “downtown” retail area distinct from the town center which is located in the area around the town offices and is more service oriented (see Section 4: Community Resources and Public Facilities). Areas along Paradise Parkway and Logan Road/Highway 89 are zoned commercial but have not been fully developed. Logan Road approaches from the west and is the sole entry point to Bear Lake from Cache Valley, as such, this area provides the first and last impression for those entering and leaving Garden City. A large grocery store and retail center was recently completed at the north end of Bear Lake Boulevard. Businesses located in this area are geared more towards full-time residents, while also providing services that benefit tourists.

Beach front and hillside areas are assets that are a dynamic part of the attractiveness of Garden City. Hillside and beach areas are primarily residential due to limits in place to preserve the natural environment; these restrictions provide protection for the sensitive habitat and potential issues related to topographical limitations. For example, development along the beach is limited to within 30 feet of the Bear Lake High Water Mark (5,923.65 feet) to protect both homes and the lake. While development on the hillside restricts building height to 35 feet to protect the view. Hillside areas abut US Forest Service (USFS) land, and the Utah Division of Forestry, Fire and State Lands (FFSL). The latter is responsible for management and protection of the waters of the Utah portion of Bear Lake. Development in sensitive areas have the potential to impact and/or be impacted by wildlife, wildfires, flooding and other unforeseen

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<sup>5</sup> “Explore Census Data.” 2022. Explore Census Data. Accessed January 24. <https://data.census.gov/>.

events. Protecting the sensitive nature of these unique lands will benefit residents and visitors alike, as well as the economy and the natural environment.

Garden City zoning allows for a mix of residential and commercial throughout the community. Year-round occupied, single-family homes are scattered throughout the community with few distinct “neighborhoods” or areas that are solely residential.

Manufacturing is listed in current zoning ordinances but not identified in zoning or land use maps. Light manufacturing and light industrial uses are minimal and zoning for these uses should be compatible with adjacent uses. To bring the maps in line with current zoning ordinances, the light industrial land use has been incorporated into the Future Land Use Map in the following pages.

### Annexation Plan

Garden City, in accordance with the existing state code (UCA-2-401-423), adopted an Annexation Plan in 2002 following a public hearing. This annexation plan (located in **Appendix B-Annexation Plan**) summarized the character of Garden City, outlined criteria for determining annexation area, service needs and tax consequences along with a map indicating the proposed area to be included in anticipated expansion. That boundary is shown on the Future Land Use Map, Figure 1. The annexation area includes existing residential development that is part of Rich County as well as undeveloped land along the western edge of Garden City’s municipal boundary. The annexation plan doesn’t propose specific land uses for the undeveloped land. The proposed annexation area includes two fully developed County residential PUDs, as well as land that is topographically similar to the area identified on the Future Land Use Map as Estate Residential. Utah’s Municipal Code amended the requirements for an Annexation Policy Plan (Utah Code 10-2-401.5) in 2021 and the amended code has additional requirements for a municipal annexation policy.

### Future Land Use Map

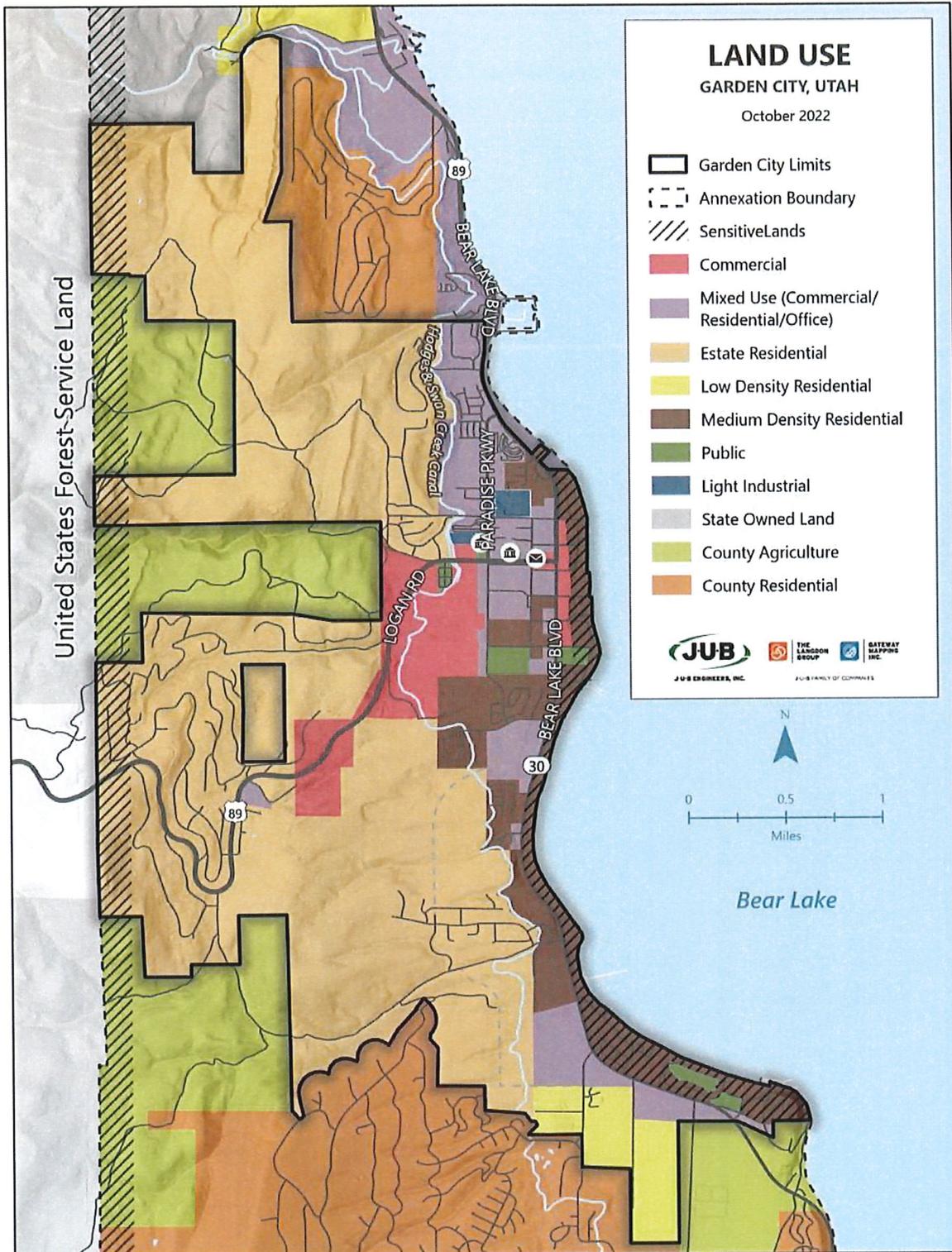
The Future Land Use Map identifies locations where different types of land uses are anticipated to occur over the next ten to 20 years and where development that is consistent with these uses will be supported by the town through policies and ordinances. The Future Land Use Map is not a zoning map and represents uses of land rather than permitted development on parcels. It is expected that future zone changes would generally adhere to the land use categories depicted on the Future Land Use Map, but flexibility should be considered as long as the zoning remains consistent with the vision, goals and policies of the General Plan.

Table 4 – Description of Future Land Use Categories

CATEGORY	EXAMPLES OF COMPATIBLE DEVELOPMENT	KEY CHARACTERISTICS
<b>Commercial</b>	Office Retail Service Hotel	A mix of commercial development to serve year-round residents as well as some tourism related services.
<b>Mixed Use</b>	Retail Office Restaurants Townhomes/Condominiums Live/Work Glamping RV parks	A mix of higher density housing types located in areas that are proximate to retail, parks and trails, marina and beach access.

CATEGORY	EXAMPLES OF COMPATIBLE DEVELOPMENT	KEY CHARACTERISTICS
<b>Estate Residential</b>	Single family with Minimum lot size $\frac{3}{4}$ Acre	Development maintains and protects the natural beauty, wildlife and open space.
<b>Low Density Residential</b>	Single family Minimum lot size 7500 sq. ft. Compatible non-residential uses (e.g., churches, schools)	Primarily occupied by year-round residents. Neighborhood parks
<b>Medium Density Residential</b>	Single family Multi-family Glamping RV parks	Provides a mix of housing options and densities within close proximity to services and amenities.
<b>Public</b>	Parks Schools Town offices Town amenities (e.g., pool, library)	Schools, government offices, community centers, libraries, and cemeteries. Also includes facilities needed for essential public services such public works facilities and similar uses.
<b>Light Industrial</b>	Storage facilities Vehicle/Boat Repair Public Parking facilities	Accommodates a variety of commercial, light industrial and manufacturing employment uses.

Figure 2 – Future Land Use Map



## Goals, Policies and Action Plan

**Land Use Goal 1.1 Encourage land use and development that maintains the rural, small-town character of Garden City, respects property rights and supports the tourist economy.**

***Policy: Adopt land use guidelines and regulations that preserve residential areas with large lots and the distinctive open, rural character of Garden City.***

Action Items:

1. Review existing ordinances to determine if changes should be made regarding Short-Term Rentals and RV Parks.
2. Review design standards to determine how they can be used to maintain the character and look of a rural community.
3. Review existing Annexation Plan and consider updating and amending to be compliant with state law. The amended Annexation Policy Plan should include guidelines for determining land use and zoning to be consistent with existing land use and future land use as outlined in this plan.
4. Consider adoption of a Sensitive Lands Overlay in Beach District and property abutting US Forest Service land in order to preserve and protect sensitive areas as well mitigate potential impact of the natural environment on development (flooding, forest fires, etc.).

**Land Use Goal 1.2 Encourage land uses that allow for tourist focused development while also providing housing options for full-time residents.**

***Policy: Encourage and facilitate development that addresses the housing needs of the community.***

Action Items:

1. Review zoning ordinance to identify areas in the community where year-round residents are the majority and determine if limitations should be added to the zoning ordinance to maintain and grow housing stock for year-round residents.
2. Review zoning ordinance to identify zones that are conducive to PUDs and review existing PUD approval requirements. Consider options to incentivize or require developers to contribute to supply of affordable housing/employee housing.

**Land Use Goal 1.3 Encourage a mix of uses that enhance the character of the community and appeals to residents and tourists.**

***Policy: Develop guidelines and regulations for mixed use development that supports a vibrant and walkable community.***

Action Items:

1. Review zoning ordinance to allow for greater flexibility in site development.
2. Identify areas of collaboration with private and public entities to provide sidewalks and groomed walking paths to improve walkability.
3. Assess strategies to create and brand “destination locations” (i.e., Main Street or Downtown) in Garden City.
4. Consider adopting design and development standards for mixed use development

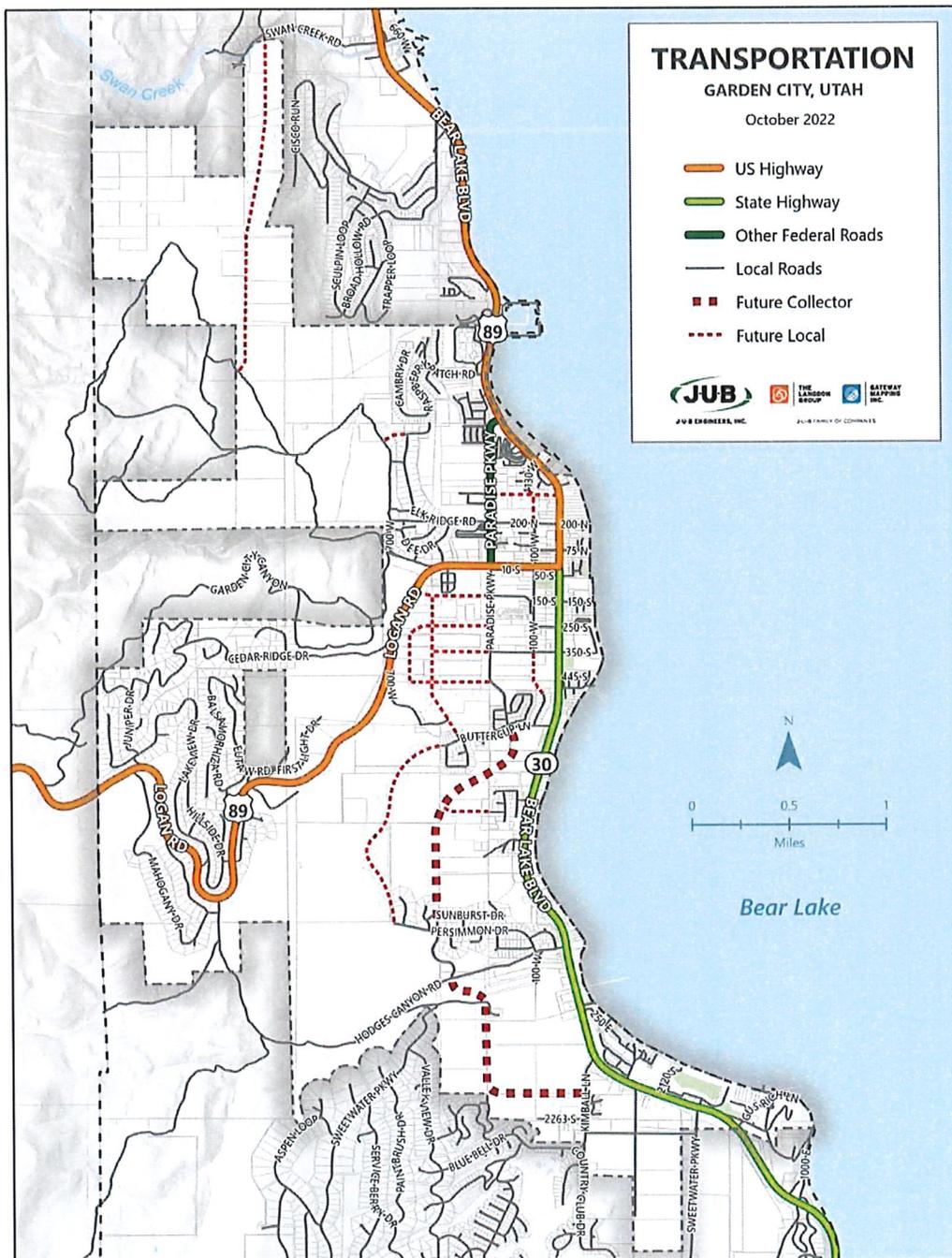
## 2. Transportation

## 2. Transportation

### Vision

*Garden City will develop a multi-modal transportation network that provides safe routes to adequately serves all areas of the community.*

Figure 3 – Garden City Transportation Map



## Existing Conditions

As depicted in Figure 1, access to Garden City from the southwest is through Logan Canyon on Highway-89 which continues north along the western edge of Bear Lake into Idaho. From the southeast, State Road 30 provides access from Wyoming and connects to Randolph and Woodruff via SR-16. The section of SR-30 running through Garden City is known as Bear Lake Boulevard. Bear Lake Boulevard/SR-30 is categorized by the Utah Department of Transportation as an “Other Principal Arterial” (OPA) which facilitates “substantial statewide or interstate travel”<sup>6</sup> Average Annual Daily Traffic count (AADT) from 2020 counted 3800 vehicles, an increase of 46% since 2011.<sup>7</sup> The main road through the interior of Garden City is 300 West/Paradise Parkway which runs north from Buttercup Lane and connects with SR-30/Bear Lake Boulevard at approximately 600 North. Paradise Parkway is categorized as a “Major Collector” which “generally serve primarily intra-county travel”. Since UDOT began gathering data for this route in 2017, AADT has remained consistent, averaging 110 vehicles per day. East/west roads through Garden City terminate at 100 West limiting vehicular access to and from 100 West to Paradise Parkway.

Bear Lake Boulevard/SR-30 is crowded with tourist and resident traffic during the summer months. Visitors to Bear Lake park their cars along the roadside and site lines are often impeded by parked vehicles, particularly for those motorists turning on to Bear Lake Boulevard. In addition, people exiting their vehicles do not have much clearance to avoid traffic, creating safety hazards for motorists and pedestrians. The trail that runs along Bear Lake Boulevard is heavily trafficked and motorized vehicles (e-bikes, etc.) often compete with pedestrians for space and right of way, causing both to enter the roadway to avoid one another.

In Rich County, Garden City accounts for 53% of traffic accidents occurring in incorporated areas and 20% of all accidents countywide. Not surprisingly, July and August are the worst months for traffic accidents. Fortunately, the number of fatalities is low, there have been five fatalities in Garden City since 2010, but those five account for 35% of all fatalities in Rich County over the same period.<sup>8</sup> It is also of note that based on data obtained from the Utah Department of Public Safety, 86% of accidents in Garden City from 2010-2021 involved a driver that was not a resident of Garden City<sup>9</sup>. This information can be interpreted many ways, but an important takeaway is that driver’s that do not live in Garden City may be involved in accidents at a higher rate due to lack of knowledge of the area. Improved signage and traffic controls may be beneficial and should be coordinated with UDOT.

Garden City has plans to extend Paradise Parkway south to connect with Hodges Canyon Road. This will improve north-south connectivity and pull traffic from SR-30/Bear Lake Boulevard. There is need for greater east-west connectivity for both residents and tourists. Improving pedestrian access to the beach area would decrease vehicular traffic in residential neighborhoods and improve safety. The town has plans for a new road in conjunction with the new park to be located at 350 South and Paradise Parkway; sidewalks or paved trails along 350 South will also be provided through this project. Once complete, this new road will connect to SR-30 and increase access points to the beach and businesses along Bear Lake Boulevard/SR-30.

During the summer tourist season, municipal side streets become crowded with cars parked along the roads and drivers attempting to avoid crowded main roads. Some roads that serve residential developments are private roads and are often not as wide as municipal roads and maneuvering along these roads can be difficult, particularly for a motorist towing recreational equipment.

<sup>6</sup> “FHWA Functional Classification Guidelines.” U.S. Department of Transportation/Federal Highway Administration. Accessed March 9, 2022. [https://www.fhwa.dot.gov/planning/processes/statewide/related/functional\\_classification/fc00.cfm](https://www.fhwa.dot.gov/planning/processes/statewide/related/functional_classification/fc00.cfm).

<sup>7</sup> Uplan.maps.arcgis.com. Accessed March 9, 2022.

<https://uplan.maps.arcgis.com/apps/OnePane/basicviewer/index.html?appid=4c1915628beb4ce0b71b22175a2fa1c5>.

<sup>8</sup> “Crash Data and Statistics | DPS – Highway Safety.” 2012. DPS – Highway Safety. 2012. <https://highwaysafety.utah.gov/crash-data/>.

<sup>9</sup> UTAPS-CDI (2021). [Garden City Driver Data]. Unpublished raw data.”

## Goals, Policies and Action Plan

**Transportation Goal 2.1 Establish a road system that improves safety, access and connectivity for full-time residents while mitigating challenges of visitor traffic.**

***Policy: Prioritize road projects that provide alternative routes through the community and draw traffic away from Bear Lake Boulevard.***

Action Items:

1. Develop Strategic Plan for completing the extension of Paradise Parkway to Hodges Canyon.
2. Discuss need for community wide Transportation Master Plan in coordination with Utah Department of Transportation and Rich County, including ways to increase safety for pedestrians and vehicular traffic.
3. Review specifications and requirements for off-street parking and private roads. Consider developing guidelines to increase off street parking and facilitate compatibility between private and public roads

**Transportation Goal 2.2 Encourage utilization of non-vehicular modes by residents and tourists.**

***Policy: Provide a multi-modal network to increase non-vehicular movement through the community.***

Action Items:

1. Investigate potential for alternative ways to address tourist traffic during the summer season (shuttle vans, bike rentals, etc.)
2. Consider options to require or incentivize developers to provide paved sidewalks and/or trails.
3. Develop Parks and Trails Master Plan with focus on community walkability and connectivity.

# **3. Economic Development and Tourism**

### 3. Economic Development and Tourism

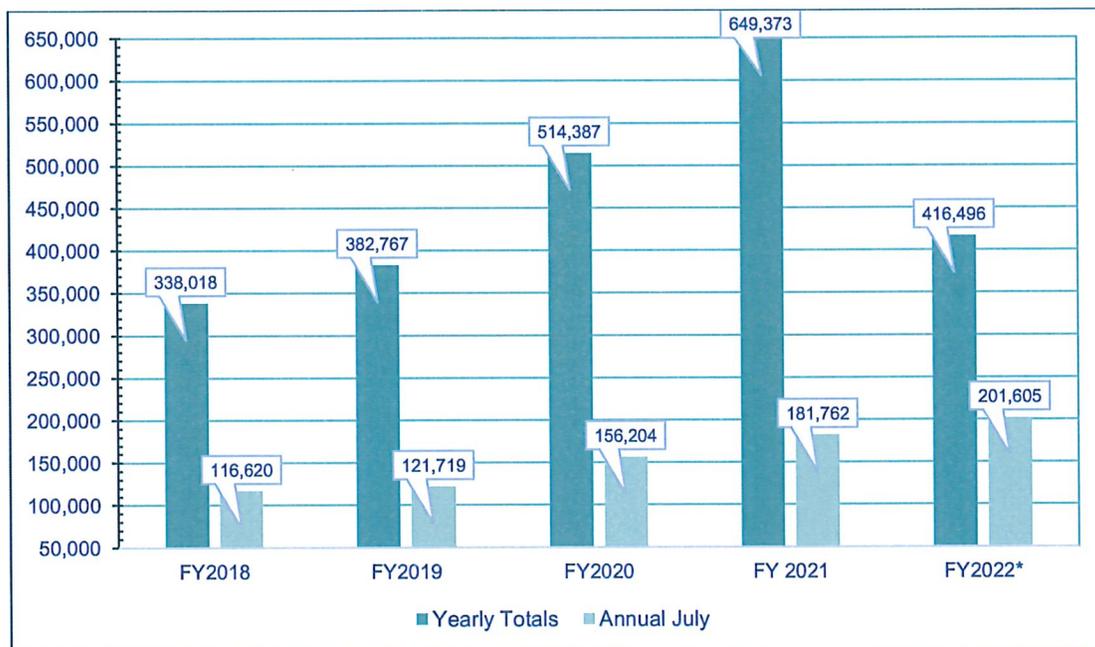
#### Vision

*Garden City will continue to be a welcoming destination for year-round visitors and encourage business development that enhances the character of the community.*

#### Existing Conditions

Garden City’s economy is dependent on tourism and benefits from the growing number of visitors to Bear Lake during the summer months and increasingly, during winter months as outdoor enthusiasts come to ski, snowmobile and participate in other winter activities. Visitors to Bear Lake in 2020 increased by 34% over 2019 and attendance figures continue to climb as does the sales tax revenue.<sup>10</sup>

Table 5 – Visitors to Bear Lake State Park 20108-2022<sup>11</sup>



\*Attendance for FY2022 is only available through January 31, 2022.

Tourism related taxes contribute significantly to Garden City’s budget. According to the Utah State Tax Commission and the Utah Office of Tourism, Garden City collected \$566,724 in Resort Community Tax in 2020 and for fiscal year 2021, that amount has increased 41% to \$801, 141. The Municipal Transient Room Tax (MTRT) contributed \$186,301 to the budget in fiscal year 2020, the first full year it was assessed. Residents’ purchases are assessed the Resort Community Tax, but the overwhelming majority of this revenue and 100% of the MTRT comes from purchases made by visitors who come to enjoy the beauty of Bear Lake and the surrounding community.<sup>12</sup>

<sup>10</sup> “Park Visitation Data.” n.d. Utah State Parks. <https://stateparks.utah.gov/resources/park-visitation-data/>.

<sup>11</sup> Ibid

<sup>12</sup> “Monthly Distribution.” 2022. Utah State Tax Commission. February 24, 2022. <https://tax.utah.gov/sales/distribution>.

Tourists also support local businesses such as restaurants and retail shops. Commercial uses line both sides of SR-30/Bear Lake Boulevard and include retail businesses, many that cater to tourists during the summer months. This area has taken on the role of a “downtown” retail area distinct from the town center which is located in the area around the town offices and is more service oriented (see Section 4: Community Resources and Public Facilities).

Areas along Paradise Parkway and Logan Road/Highway 89 are zoned commercial but have not been fully developed. This road is the sole access from Cache Valley and signage should be considered that will identify entrance into Garden City.

Tourism is an economic driver for Garden City. The revenue collected accounts for a significant portion of Garden City’s budget and allows the town to invest in infrastructure without passing the cost on to residents through rate hikes. However, the community could be seriously impacted by events that curtail tourist activities and would benefit from identifying opportunities to provide some diversity to their economic base. Reassessment of permitted uses in commercial areas will ensure that appropriate uses are allowed and concentrated to provide for higher functioning business district. Developing standards for mixed use developments will ensure that the appropriate ratio of commercial and residential areas is met, in addition to specifying desirable placement and connection between uses. Planning for the development of light industrial and/or manufacturing areas will also provide economic opportunities for residents while freeing up other areas for residential and commercial services.

## Goals, Policies and Action Plan

**Economic Development and Tourism Goal 3.1 Garden City will continue to benefit from tourism while encouraging diverse business development.**

***Policy: Allow for flexibility to assist business and property owners to grow and adapt to the changing economic climate.***

Action Items:

1. Review zoning ordinance to identify changes that could be made to facilitate and encourage diversity in commercial development.
2. Develop Strategic Plan to guide economic development and identify areas of focus for business development, expansion and retention.

***Policy: Prioritize actions to manage the impact of tourism on the community.***

Action Items:

1. Identify ways in which Garden City can utilize the financial benefit of tourism to mitigate the negative impacts on the community.
2. Identify problematic locations in recreational areas and collaborate with responsible agencies to address concerns and potential improvements.
3. Review zoning ordinance and STR business licensing requirements to identify existing regulations that could be strengthened to address impacts on the community.

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## **4. Community Resources and Public Facilities**

## 4. Community Resources/Public Facilities

### Vision

*Garden City will be a community that provides reliable services and resources along with outstanding amenities to improve the quality of life for residents.*

### Existing Conditions

Garden City provides culinary water for town residents while sanitary sewer services are provided by Bear Lake Special Services District. All garbage pick-up in Garden City is provided by Rich County, including garbage pick-up within the Bear Lake State Park Boundaries. Emergency services are provided by the Garden City Fire District and Rich County Sheriff's office, which also provides law enforcement, emergency medical services (EMS) and search and rescue (SAR) throughout the county. The closest emergency room is located 30 miles north of Garden City in Montpelier, Idaho.

Bear Lake State Park has full responsibility for services within the boundaries of the state park, including the Marina, Rendezvous Beach and beach area. Park Rangers manage law enforcement and emergency services with support, when necessary, from the Rich County Sheriff's Office and Utah Highway Patrol.

Bear Lake Community Health Services, a privately owned company, provides family medical, OB/GYN, dental, pharmacy and mental health services. Community Health Services are classified as Federally Qualified Health Centers which allows them to offer financial assistance for those who qualify.

"The Town at Garden City" is the central location for Garden City offices, event facilities and multiple pickleball courts. The Garden City Pool, library and community health center are located adjacent to Garden City offices. Event facilities include the Lakeview Conference Room (which also serves as Town Council Chambers), Mountain View Conference Room, and the Pineview Conference Room. Both Lakeview and Mountain View have kitchen facilities. All of these venues are available for rental and pickleball equipment is also available for rental at the Garden City offices.

Garden City Park provides playgrounds, various sport facilities, a wetland boardwalk which provides access to the public beach. The Bowery at Garden City Park can accommodate community events and is available for rental through the town office. Heritage Park which includes a stocked fish pond is not as developed as Garden City Park and respondents to the survey indicated a desire for improvements to Heritage Park, including permanent bathrooms. At the writing of this report improvements were being completed which included pickleball courts and ball fields.

Children in grades K-5 attend North Rich Elementary School and middle schoolers, grades 6-8, attend Rich Middle School. Both schools are located in Laketown, approximately ten miles from Garden City. Rich High School is located 30 miles away in Randolph. Students are bussed to their respective schools. Garden City has the highest population of all towns in Rich County and also the fastest growth rate. Town leaders anticipate that Garden City will likely need an elementary school within city limits in the next five to ten years.

## Goals, Policies and Action Items

**Community Resources and Public Facilities Goal 4.1 Garden City will provide necessary services that improve quality of life for the community.**

***Policy: Collaborate with county and state agencies to coordinate services to provide the highest level of service in a cost-effective manner.***

**Action Items:**

1. Review existing services and resources to identify gaps in service delivery and resources within the community.
2. Develop Strategic Funding Plan to address funding of community services.
3. Coordinate with Rich County School District to develop long term facility planning that addresses growth in K-6 population in Garden City.
4. Evaluate and prioritize recommendations from Water Master Plan. (when adopted).
5. Coordinate with local Sewer District to accommodate future growth.

**Community Resources and Public Facilities Goal 4.2 Garden City will provide resource and amenities that enhance and improve quality of life.**

***Policy: Prioritize resources and amenities for year-round residents.***

**Action Items:**

1. Continue to develop public parks and recreational activities and collaborate with private sector to construct additional park amenities.
2. Draft Parks and Trails Master plan with focus on resources to serve full-time residents
3. Develop Strategic Plan to recruit private business in conjunction with economic development plan.
4. Collaborate with surrounding communities to develop regional amenities and resources.

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