



Randolph, Utah  
**General Plan 2022**

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# Executive Summary

LAND USE	
Issue Drivers	Key Strategies
<ul style="list-style-type: none"> <li>• There is a strong desire from the residents to preserve their rural heritage and small town feel.</li> <li>• Current growth projections should lead the Town to expect an infill pattern prior to expansion for major development.</li> <li>• The population of the Town of Randolph has been increasing over the past decade, with most of that growth in the last five years.</li> <li>• The current development code needs to be updated with an analysis of likely development proposals.</li> <li>• Current residents want to balance development regulation with limited interference.</li> <li>• Explore the Community Facilities Grant program from the Rural Community Assistance Corporation (RCAC).</li> </ul>	<ul style="list-style-type: none"> <li>• Residents desire a “rural” feel with building lots that are compatible with the neighboring ones.</li> <li>• Support high standards for community improvements, and promote voluntary property maintenance activities through a “community pride” program.</li> <li>• Partner with the County to develop conceptual land use plans for different County-held parcels.</li> <li>• Infrastructure such as water lines, sewer lines, and roads should not be extended outside existing developed areas unless those areas are contiguous to existing infrastructure and are scheduled for development in the near future as part of the General Plan.</li> </ul>
HOUSING	
Issue Drivers	Key Strategies
<ul style="list-style-type: none"> <li>• Randolph needs to find ways to support the development of workforce housing in order to strengthen their local economy.</li> <li>• Affordable housing is desired within the Town limits, focusing on providing three bedroom, two bathroom homes, averaging 1,400 square feet, with an average price of around \$200,000.</li> </ul>	<ul style="list-style-type: none"> <li>• There is a potential for mixed commercial and residential development in the center of Town.</li> <li>• Senior housing and extended stay or “age in place” amenities are desired to meet the largest community cohort (55+).</li> </ul>
LOCAL ECONOMY	
Issue Drivers	Key Strategies
<ul style="list-style-type: none"> <li>• The seasonal tourism demand in the Bear Lake area makes commercial investment more difficult.</li> <li>• The community has parcels and corridors that are currently not meeting their highest and best</li> </ul>	<ul style="list-style-type: none"> <li>• External forces are driving the major economic drivers within the region (tourism). The plan must adequately estimate Randolph’s future scenario and plan for areas that can allow for all types of development.</li> </ul>

<p>use, allowing for sales tax market leakage.</p> <ul style="list-style-type: none"> <li>The Town of Randolph desires a strong, diverse, year-round economy that provides quality living-wage employment opportunities that will attract residents to the Town.</li> </ul>	<ul style="list-style-type: none"> <li>Development should not outpace the ability of the local government to provide adequate services, EMS - (fire and medical response), and infrastructure to existing and potential community residents.</li> </ul>
<b>OPEN SPACE + RECREATION</b>	
<b>Issue Drivers</b>	<b>Key Strategies</b>
<ul style="list-style-type: none"> <li>The current recreation opportunities are limited and in need of maintenance. Residents desire to maintain and improve these assets.</li> </ul>	<ul style="list-style-type: none"> <li>Recreation opportunities for kids are perceived as being limited. Family-friendly recreation should be developed and marketed to the general public.</li> <li>The Randolph general plan will protect key wildlife habitats, visual quality, open space resources, and other key amenities.</li> </ul>
<b>TRANSPORTATION</b>	
<b>Issue Drivers</b>	<b>Key Strategies</b>
<ul style="list-style-type: none"> <li>An important part of the transportation element of the Town is the ability to provide for the needs of the citizens including biking and walking options throughout the community.</li> </ul>	<ul style="list-style-type: none"> <li>Update the Town's policy to require necessary transportation improvements, including adequate right-of-way dedications, and other transportation facility enhancements, concurrent with development approval.</li> </ul>
<b>INFRASTRUCTURE</b>	
<b>Issue Drivers</b>	<b>Key Strategies</b>
<ul style="list-style-type: none"> <li>As more development occurs within close proximity to already established areas in the Town, operating efficiencies are expected to improve.</li> <li>Infrastructure construction costs (due to remoteness) will negatively impact development in the area.</li> <li>All development should pay the cost of providing services and infrastructure to all new projects within the Town and should bear the cost of consuming existing infrastructure surpluses that may be affected such as water and sewer treatment facilities that may need to be expanded as a result of growth.</li> </ul>	<ul style="list-style-type: none"> <li>Infrastructure improvements will be required to support the needs of the Town's growth and at the same time, replace existing facilities that have deteriorated due to age or that were poorly designed.</li> <li>Careful planning is required so that the costs for such improvements will be shared by new development and existing residents and businesses.</li> <li>Explore the Community Facilities Grant program from the Rural Community Assistance Corporation (RCAC).</li> </ul>



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# 1. Community Context + Design

## History of Randolph

Rich County, located in the upper northeastern corner of Utah, occupies a long, narrow area approximately eighteen miles wide and fifty-six miles long, extending north of Echo Canyon. It is bordered on the east by Wyoming, on the north by Idaho, on the west by several Utah counties and the Wasatch National Forest, and on the south by Summit County.

Fur trappers visited the Bear Lake Valley as early as 1811 when Joseph Miller reportedly discovered the Bear River. The area around the Bear River became a favorite spot for trappers, and the annual trappers' rendezvous was held on the south shore of Bear Lake in 1827 and in 1828. The Oregon Trail cut through a corner of the county. Dr. Marcus Whitman and his wife, Narcissa Prentiss Whitman, the famous Oregon pioneers, traveled on this trail in 1836. The first permanent white settler in the area was Thomas L. "Peg Leg" Smith, who operated a cattle business along with a trading post and horse exchange for Indians and Oregon Trail immigrants on the Bear River where Dingle, Idaho, is located today. Brigham Young unsuccessfully attempted to purchase his business in 1848, but Smith remained in the area until 1863 when he became discouraged and left.



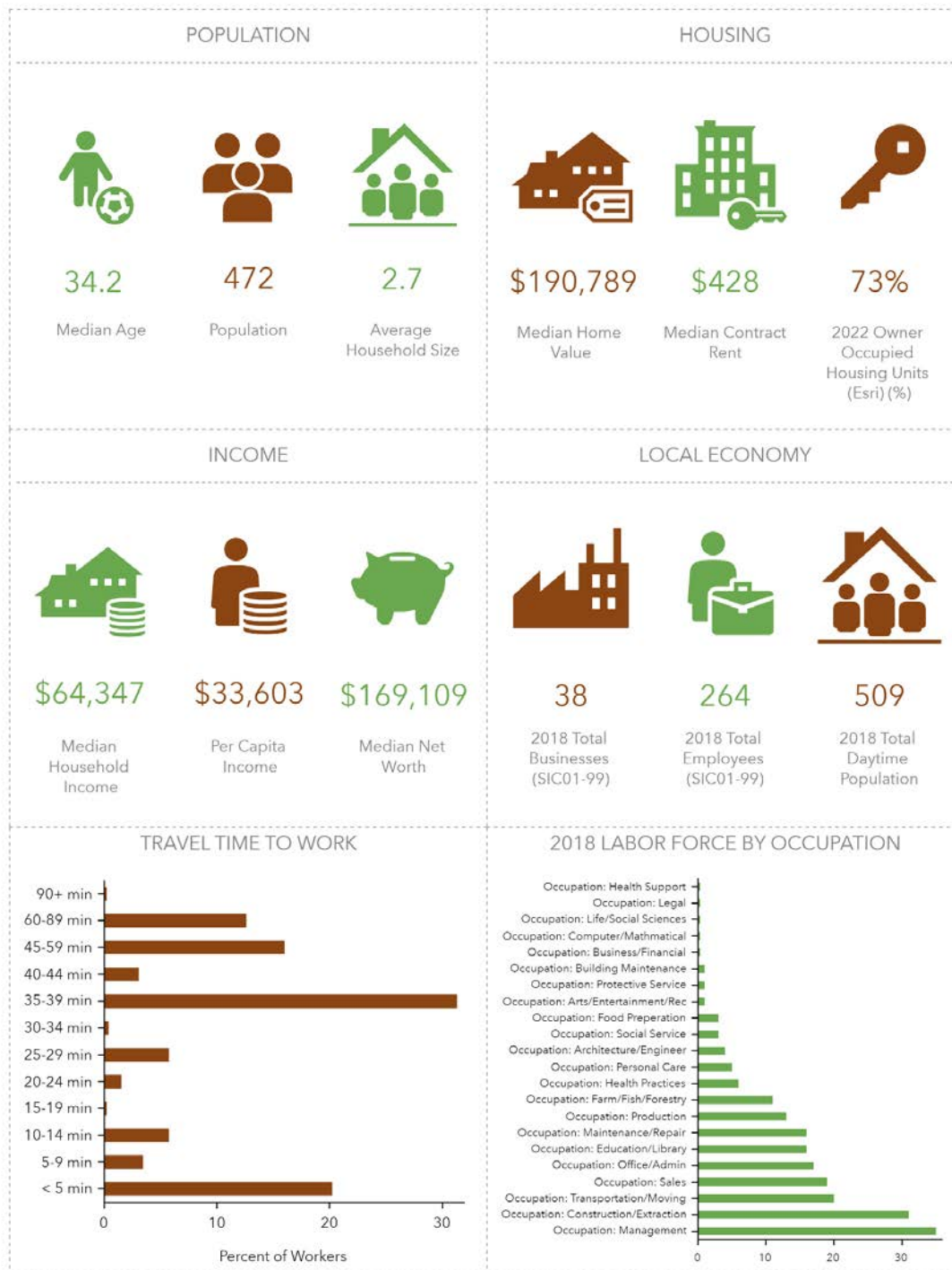
When Congress passed the Homestead Act of 1862, Brigham Young became anxious to obtain control of the land before non-Mormons did. In August 1863 he called Charles C. Rich to lead an exploring party into the Bear Lake Valley to select a site for settlement. The first settlement, known as North Twin Creek and later as Paris Creek, was made near present Paris, Idaho. Since Bannock and Shoshoni Indians also used the valley, Rich obtained their permission to settle there in order to minimize conflicts. Other settlements were soon founded, including Round Valley in 1863, Kennedyville, (Garden City) and Laketown in 1864, Woodruff in 1865, Randolph in 1870, and Argyle in 1875.

Originally part of Green River County, which was formed in 1852, the county became Richland County in 1864. The name was shortened to Rich in 1868, and a final alteration occurred in 1872 when part of Cache County was added to the county by the territorial legislature.

Harsh winters affected the settlement of the Bear Lake Valley. Woodruff averages only fifty-seven frost-free days a year and holds the record for the coldest temperature ever recorded in the state ( minus 50&deg;F on 6 February 1899). Even though much of Rich County is highland, it also has fertile lowlands that support productive farms and livestock, and three-fourths of the county's land is used for agriculture, primarily grazing. Livestock and livestock products account for the greater part of the county's income. The development of Bear Lake as a popular recreation area with resorts, public beaches, and summer homes has helped to diversify Rich County's economy.

*(Powell, Rich County) Powell, A. K. (n.d.). Rich County. Utah History Encyclopedia. Retrieved January 18, 2022, from [https://www.uen.org/utah\\_history\\_encyclopedia/r/RICH\\_COUNTY.shtml](https://www.uen.org/utah_history_encyclopedia/r/RICH_COUNTY.shtml)*

## Socioeconomic Drivers (American Community Survey)

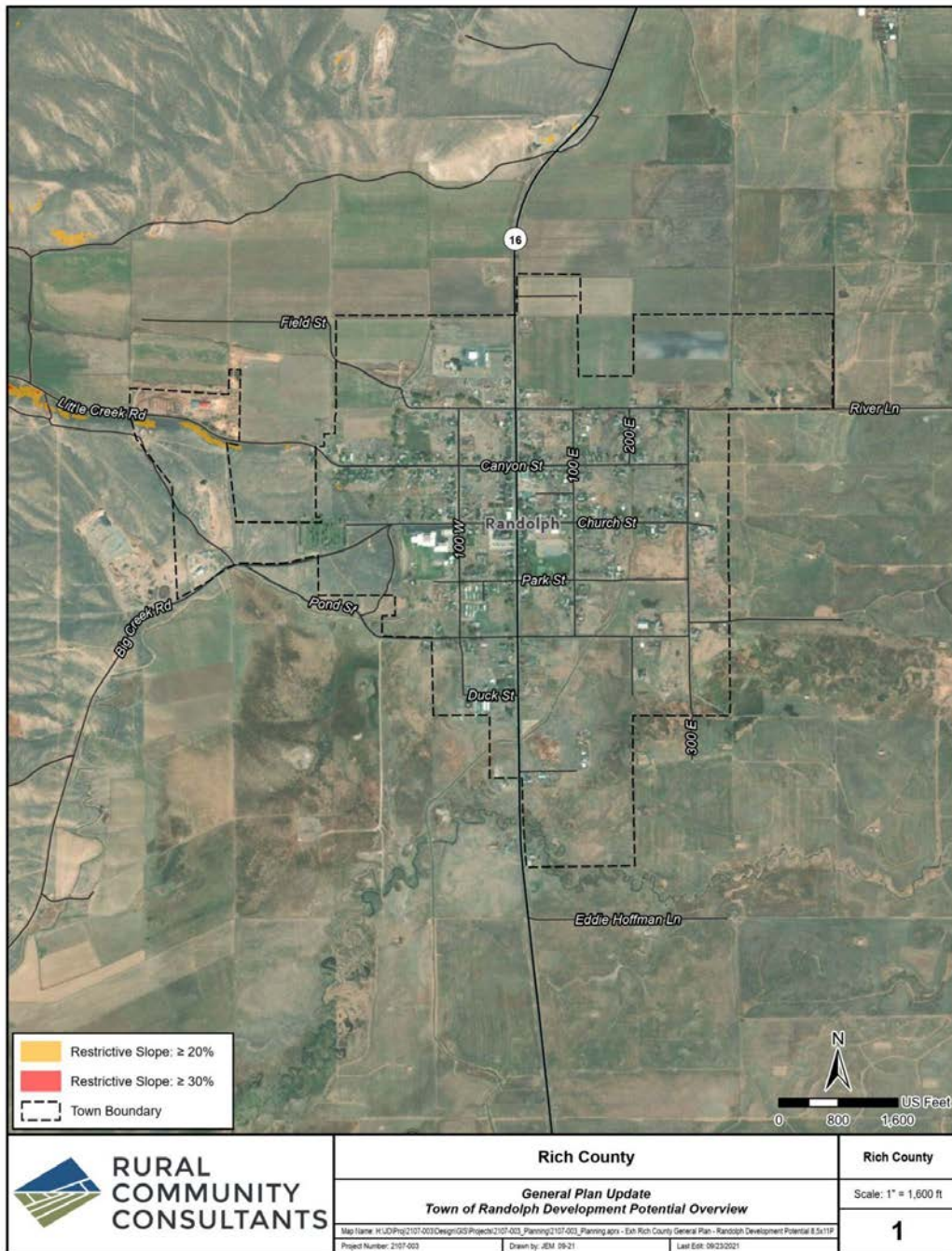


Infographic illustrating a number of socioeconomic indicators for Randolph Town ([click for original](#)).

## Land Capacity Analysis

The health, safety, and welfare of citizens is the first priority of the Town. Special consideration should be given to the built environment and infrastructure that are readily available within the municipality, specifically areas with potentially problematic slopes, soils, or drainage (see graphic below). All proposed uses should be properly vetted and ensure that they meet the future land use and density regulations.

In order to provide cost-effective services, the community has a strong interest to grow from the inside-out as opposed to leapfrog development patterns.

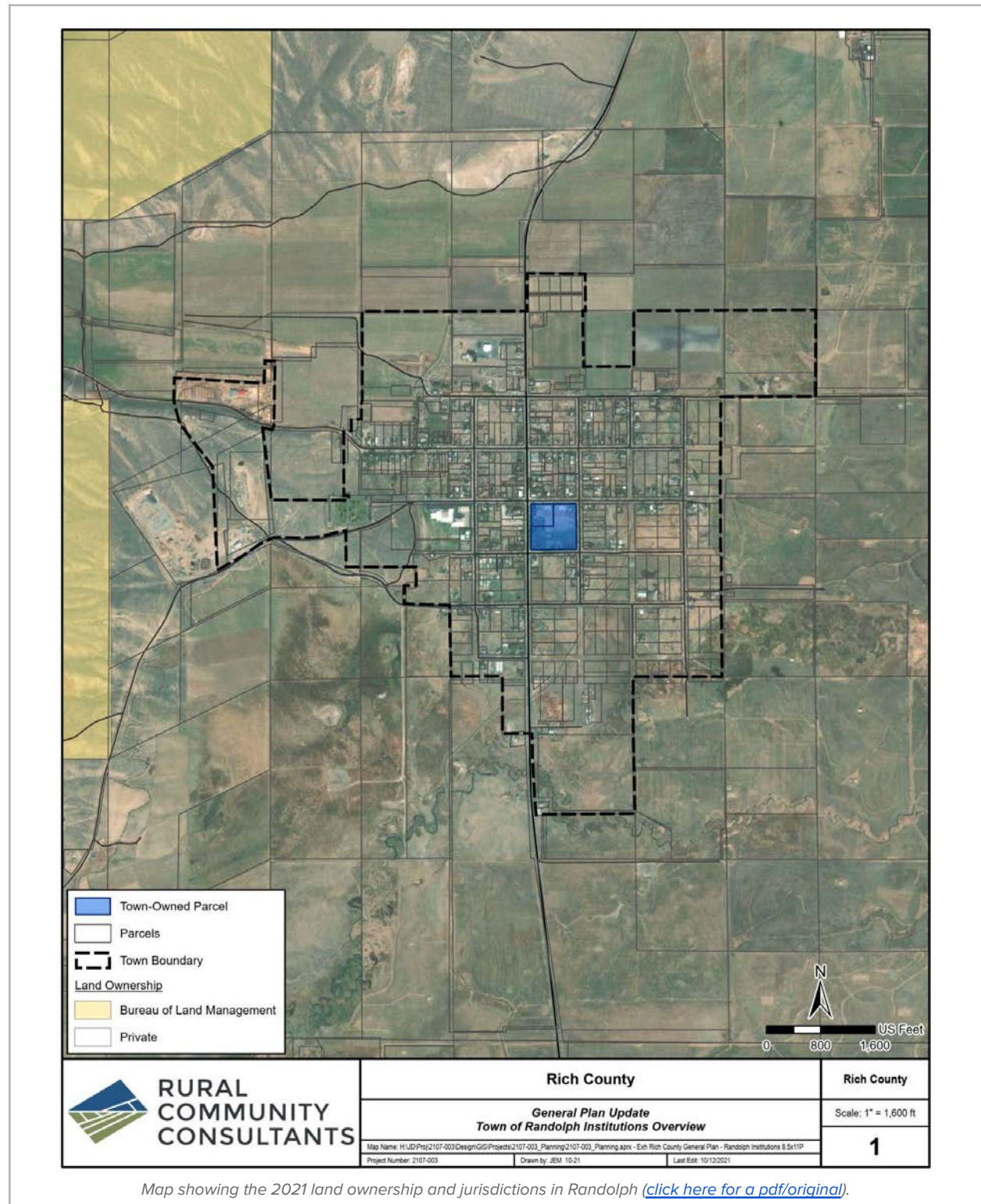


Map showing the development suitability of land within the Randolph Town area ([click here for a pdf/original](#)).



## Land Ownership

The following map shows that almost all of the land within the town limits is held privately. The BLM holds significant parcels in the areas outside of the Town.



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## Anticipated Changes

Challenges facing the future of the community are similar to those faced in growing rural communities and some that are unique to Randolph. These challenges include but are not limited to:

- Establishment and enforcement of new land use regulations.
- The development pressure is expected to continue to worsen existing issues, particularly affordable housing.
- Lack of employment opportunities and potentially declining economic diversity.
- Slowly growing, but aging population.
- Alternative recreational opportunities to support a burgeoning recreational population.
- Continued drought and other water resource concerns.

## Guiding Principles

A series of methods to gauge public opinion were used to better understand where the community is today and where it needs to try to be in the future. Most public input can be summarized into the following goals:

- Create and retain family-supporting wage employment.
- Improve infrastructure conditions and access.
- Promote regional economic development initiatives.
- Personify local assets.
- Empower residents to make catalyst changes in their community.
- Improve the quality of life for residents.

Ultimately, the vision and goals expressed by residents focus around making Randolph a vibrant, attractive, and inviting community.

## Vision Statement

A community vision statement is a brief synopsis that summarizes a myriad of strategies and recommendations into a single statement. While the statement meets many of the parameters for each goal, it provides a linkage or overarching theme to the entirety of the general plan. The Randolph Town vision statement for the general plan is:

***Randolph is a small community that values its heritage and is united in its efforts to maintain a safe, clean, healthy, economically diverse, and attractive environment. It will be a friendly community that strives to be affordable and sustainable.***





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## Community Conditions & Trends

The Town of Randolph is a beautiful mountain community. Historically, its identity and reputation have been attributable to its agricultural heritage. Steady growth is anticipated for the Town, and this places a new priority on ensuring that new development is a quality development. The vitality of the community, quality of design, creation of great community gathering spaces, design and connectivity of streets and trails, and protection of open spaces will all be increasingly important to protecting the quality of life in the Town and ensuring its sustainability.

The Town of Randolph seeks to promote a vital community, with a mixed-use downtown corridor, compact development in selected places, buildings oriented to streets, compatibility with adjacent uses, and protection of resource areas.

## Beautification

Community beautification issues focus on the visual appearance of the Town (residential and municipal uses) as well as preserving historic assets. Community design shapes, and is shaped by, other facets of planning (such as transportation, housing, and recreation). It is through this unique form-meets-function process that the Town will be able to create, market and retain their unique character and appearance. Property owners, including public property, will be encouraged to keep their property clean and free of weeds and debris.

Well-planned community design improves both the visual and functional characteristics of the Town. It can make the Town more aesthetically pleasing while enhancing the flow of goods and people. The term “nuisances” refers to conduct or use of land that interferes with another’s ability to enjoy and use their property. They can also potentially have a negative impact on area property values. Typical property nuisances in rural communities include: light pollution, non-conforming land uses, and inappropriate use of right-of-way (ROW) property.

There are opportunities in Randolph for reinvestment in community design, specifically within the areas of community unification and integration. These include: community signage, gateway and entrance signage, and enforcing new land uses to comply with the intent of the general plan.

## Goals: Context + Design

**Goal 1.1.** Identify the cultural and visual qualities and attributes that contribute to the unique character of Randolph and endeavor to retain and enhance these qualities.

**Goal 1.2.** Establish methods of way-finding within the Town to identify unique districts that will develop over time and to guide tourists and visitors to their destinations.

**Goal 1.3.** Develop and actively promote a Randolph brand identity.

## Implementation Action Steps: Community Design

- **Short Term Opportunities (1-5 years)**
  - a. As resources become available, the Town can develop a tree planting and replacement program and policy for residential areas.
  - b. Develop a policy to support developments that incorporate shade trees, a landscaped buffer from traffic, ornamental plantings with year-round appeal, public art, site furniture, and pedestrian lighting in the highway corridor.



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- **Long Term Opportunities (+5 years)**

- a. The Town's land use ordinances should be developed and reviewed periodically to make sure that standards for parking and landscaping are clearly stated and enforced.
- b. Develop a policy that helps provide incentives to property owners to encourage the preservation of historic or unique architecture, vegetation or spaces within the community. Preservation should be accomplished through a program of incentives rather than rigid requirements or restrictions.
- c. Conduct a design competition for ideas on the development of a welcoming, site-specific gateway.

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## 2: Land Use

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

### Land Use Intent

The Land Use Element is designed to promote sound land use decisions throughout Randolph. The pattern of land uses—their location, mix, and density are critical components of any planning area. The Land Use Element is organized to:

- plan enough land for residential, commercial, industrial, and civic uses;
- locate these uses appropriately to enhance community character;
- preserve important natural resources; and
- enable Randolph to efficiently ensure adequate public services are provided for residents and businesses.

### Special Protection Areas

State statute requires that general plans “identify and consider each agriculture protection area” Utah Code §10-9a-403(2)(c). The statute also requires the plan to recognize industrial and/or critical infrastructure materials protection areas. These protection areas are a section of land that has a protected, vested use of agriculture, mining, or industrial nature for a period of 20 years. Under state statute, a community must appoint an advisory board that reviews requests from private property owners that want to establish a protection area. A final decision is then made by the legislative body, and it is registered with the Utah Division of Agriculture and Food (UDAF) is notified. During the 20-year period, the land and use are protected from rezoning, eminent domain, nuisance claims, and state development.

At the time of the development of this plan, Randolph is not aware of any parcels that have been designated with special protections within or adjacent to the Town boundary.

### Anticipated Changes

The population of Randolph has been increasing over the past decade, with most of that growth in the last five years. Keeping these factors in mind it is anticipated the following changes should be expected:

- Increased infrastructure costs.
- Lager amounts of population change due to baby boomer generation relocation.
- Financial hardships due to tax generation slippage.
- Community polarization about proper expenditures of government funds and the roles and responsibilities of local government.

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## Current Zoning Map



The potential for development in Randolph is high. The Town is currently zoned with a commercial corridor, and a residential-agriculture zone (1.0 du/ac).

## Future Land Use Designations

Land use designations are intended to promote sound land use decisions throughout the community. In the City, this is done through their zoning ordinance. The pattern of land uses—their location, mix, and density are critical components of any area. They do this by:

1. planning enough land for residential, commercial, industrial, and civic uses;
2. locating uses appropriately to enhance community character;
3. preserving important natural resources; and
4. enabling the City to efficiently ensure adequate public services are provided for residents.

The land uses described in the table below refer to the Future Land Use Map. They take into consideration private property rights, topography, the infrastructure/transportation system, and the local economy while addressing the community's vision, values, and principles outlined in the remainder of this Plan.

GENERAL PLAN LAND USE DESIGNATIONS	
<b>Agricultural - Residential</b> <i>Residential neighborhood development composed of detached single-family homes and supporting community uses such as churches, schools, and parks. This land use category is also intended to protect agricultural lands and to preserve the natural beauty and open character of forested and other natural growth areas from incompatible land uses.</i>	
<b>Mobile Homes</b> <i>Residential neighborhood development is composed of detached single-family mobile homes and supporting community uses.</i>	

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## Commercial

*Commercial, business, and office uses that line the Main Street corridor and adjacent streets, including the traditional 'downtown' shopping district. A mixture of two-story buildings and street presence with sidewalk entrances and windows typify this district.*



## Public Assembly (Civic Areas)

*Parcels of property that are dedicated to municipal services, hospitals and associated uses, public or private schools and campuses, or other similar public facilities. Structures normally associated with these uses and supporting recreational facilities are permitted.*



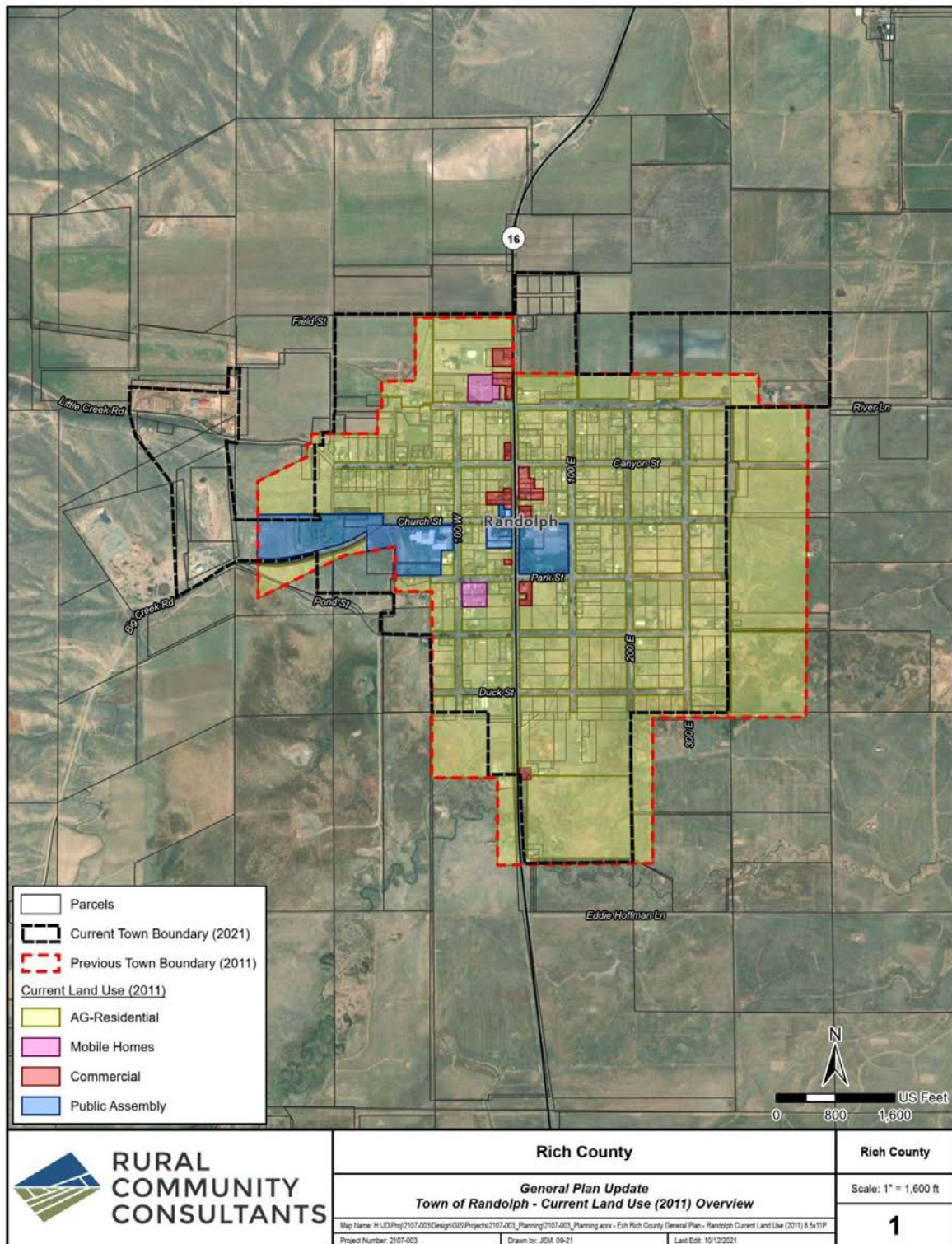
## Future Land Use Map

The General Plan's Future Land Use Map illustrates the community's preferences for the future distribution of the land uses within the Town. The land use designation for a property, as shown on the map, is to be the primary consideration in determining whether the zoning of that property is in compliance with the master plan. The map lays the foundation for making changes to zoning in the future, but it is NOT zoning or the zoning map.

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

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





Future Land Use Map for Randolph - ([click here for original](#)).

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## Annexation

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

At the time of the development of this plan, Randolph's annexation policy was included in its General plan (adopted in 2011). That policy identified 3-400 acres of potential lands that might be annexed into Randolph. It was estimated that if all of the potential area was built-out at the assumed zoning pattern, the Town would increase by 2,100 residents.

## Goals: Land Use

**Goal 2.1.** Establish orderly, planned growth and development that enhances the Town's distinctive environment and rural character, and provides consistent services and infrastructure by:

1. Planning for neighborhood accessibility.
2. Support high standards for community improvements.
3. Promote voluntary property maintenance activities through a "community pride" program.
4. Enforce local ordinances and development standards.
5. Express preference for neighborhoods with a mix of housing types and sizes.
6. Include the pathway system as an integral part of all land use development.
7. Encourage developer contributions to public amenities.
8. To the maximum extent possible, new growth should pay its own way, bearing the cost of extending all required roads and utility services.
9. Encourage new or expanded local businesses to serve more of residents' shopping needs.
10. Incentivise mixed uses in the community core area through ordinance flexibility.

**Goal 2.2.** Increase coordination between the Town, County, and neighboring communities to address agricultural preservation incentives, trails, town centers, sensitive lands, water quality/availability issues, and irrigation systems.

## Implementation Action Steps: Land Use

- **Short Term Opportunities (1-5 years)**
  - a. Update existing zoning ordinance and zoning map. Update these documents where necessary to meet the goals of the General Plan.
  - b. Coordinate with surrounding counties for land use, transportation, housing, agriculture, environmental, and recreational issues.
  - c. Increase citizen involvement in the Town's decision-making processes by including both appointees and non-appointed resident-volunteers on committees.
  - d. Begin budgeting for an initiative to conduct an update to the land use codes in the next five years.

- 
- e. Develop a policy intended to require developers of projects to design improvements to be compatible with the severe weather conditions that exist and to incorporate natural vegetation that is capable of surviving in the local environment into the landscaping plans.
  - **Long Term Opportunities (+5 years)**
    - a. Continue to provide ongoing training for staff, planning commissioners, and Town Council members in an effort to ensure an ever-increasing level of understanding of the factors involved in land development, to use in implementing quality development standards for the community.
    - b. Refine the local code so that it increases density in areas with adequate infrastructure, offering more clustered housing alternatives for lower-income families within convenient access to necessary amenities.

### 3: Transportation

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

#### Existing Conditions

It is essential to analyze and recommend roadway improvements based on an understanding of the historical land-use patterns within Randolph Town. Land use develops along transportation corridors and typically shapes and follows the future land use plans identified by the Town.

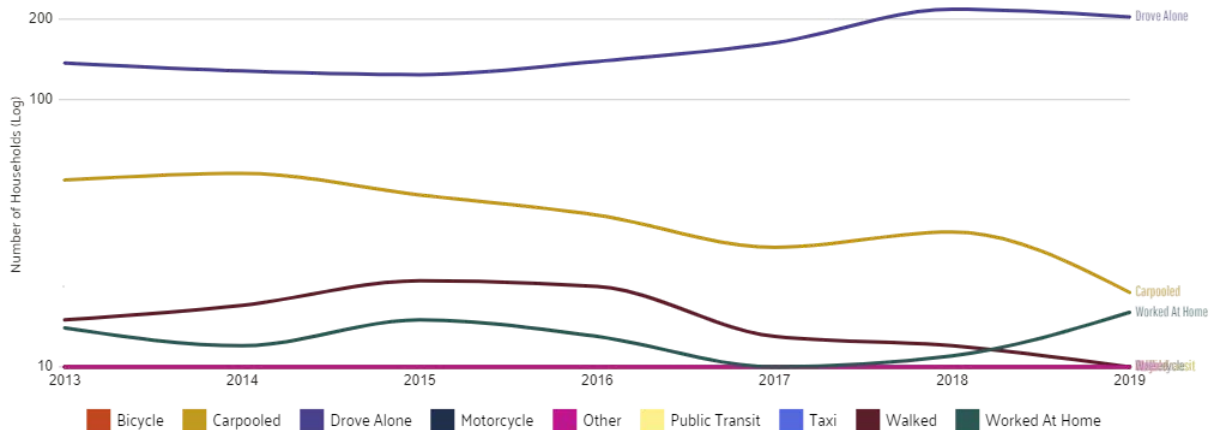


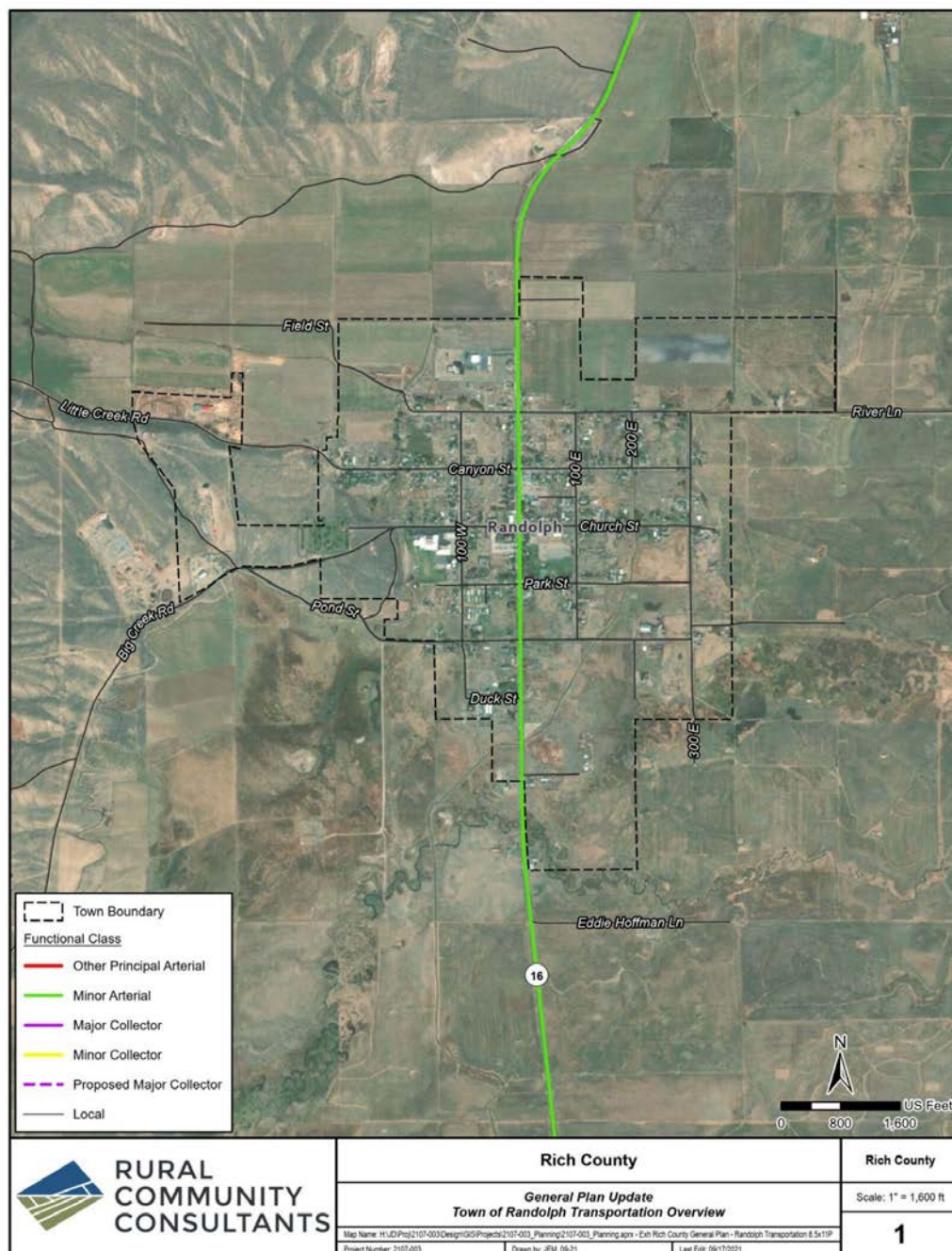
Image of typical sidewalk and graph of commuter transportation trends in Randolph - ([click here for original](#)).



## Future Transportation Growth + Map

The goals and policies relative to the local transportation system are based on core assumptions about the next 5 years, including:

- As new growth occurs the need to update transportation methods will become necessary to avoid additional traffic.
- When grants and other forms of transportation funding become available Randolph should consider applying to maintain and construct roads within the Town boundaries.



Future transportation corridors in Randolph - ([click here for original](#)).

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## Active Transportation

An important part of the transportation element of the Town is the ability to provide for the needs of the citizens that including biking and walking options throughout the community. The ability of Randolph to become a walkable and bikeable community has multiple benefits to the community including less pollution, traffic, and many health benefits to the citizens. Current data suggests those areas near the town's downtown core provide the most walkable/bikeable areas of the town for employment, population, and households.



*Typical neighborhood streetscape and arterial roadway.*

## Goals + Policies: Transportation

**Goal 3.1.** Provide and maintain a transportation system that promotes the orderly and safe transport of people, goods, and services while preserving the residential character of the Town.

**Goal 3.2.** Adopt a transportation project priority list to ensure the early acquisition of right-of-way. Use the priority list in coordinating with elected officials and County, State, or Federal agencies.

## Implementation Action Steps: Transportation

- **Short Term Opportunities (1-5 years)**
  - a. Enact a policy to require all new development to follow the transportation element of the General Plan while allowing some flexibility in the final design.
  - b. Update the Town parking policy to require on-site parking sufficient to meet the anticipated parking demand of existing and proposed development.
  - c. Update the Town's policy to require necessary transportation improvements, including adequate right-of-way dedications, and other transportation facility enhancements, concurrent with development approval.
  - d. Pursue grants and other funding opportunities to improve sidewalks.
  - e. Coordinate with UDOT to improve State highways and routes with trails and swales. Consider perpendicular crossings with innovative safety measures to assure such roads do not become barriers in the future.

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- **Long Term Opportunities (+5 years)**

- a. Make regular updates and steady investments in the recommended capital improvement project list.
- b. Continue to maintain close relationships and cooperation with organizations that have transportation implementation/planning responsibilities, such as UDOT and the County in order to stay informed of planned future transportation developments and communicate the needs of the community.

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## 4: Housing

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

### Existing Conditions

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

Assessing a community's housing stock in a master plan ensures that future housing needs are addressed before the issues of supply, cost, and quality become problematic. Members of the community share the goals of high-quality and accessible housing. This can be achieved by allowing diverse housing styles that blend aesthetically with neighboring structures and land uses.

Currently, town zoning allows a variety of housing options including single-family accessory dwelling units dispersed throughout the Town.



*Typical housing (type and pattern) in Randolph.*

### Affordable Housing

Rich County maintains a plan for moderate-income housing growth in accordance with Utah requirements for county general plans as stated in state statute. This plan applies specifically to moderate-income housing in areas of Rich County that are unincorporated, but the findings and assumptions behind it are relevant to Randolph.



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The Department of Housing and Urban Development defines affordable housing as “housing on which the occupant is paying no more than 30 percent of gross income for housing costs, including utilities.”

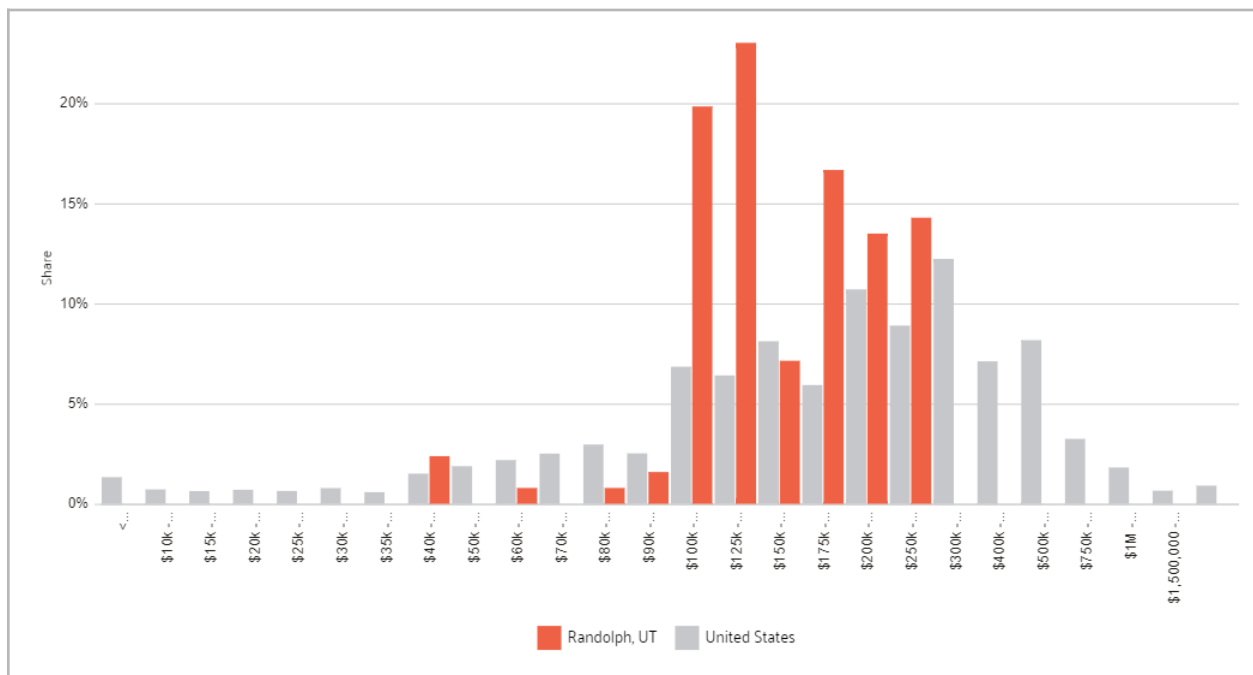
The Census Bureau maintains official data for the Randolph area. According to the American Community Survey (ACS):

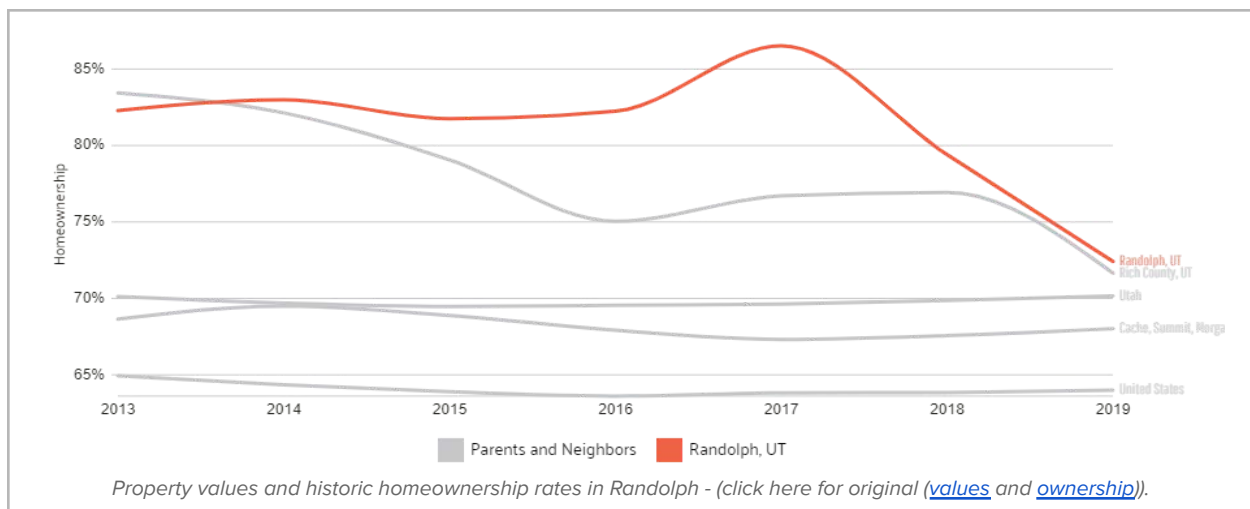
- The median property value in 2019 increased to \$155,600 from a 2018 median value of \$134,200. (The largest share of households have a reported property value that was significantly higher).
- The 2020 average household income in Randolph is roughly \$73,125.
- The average percent of homes occupied by the owners of the homes in Randolph was over 72% (in 2019).

However, according to zillow.com, the typical home value of homes in the 84064 zip code was \$505,388 in April of 2022. (This value is seasonally adjusted and only includes the middle price tier of homes). Home values in the area have gone up 24.0% over the past year (from \$407,000), and have increased 172% over the last decade (up from \$185,000).

Additionally, according to the National Low Income Housing Coalition, the situation for renters is difficult. Under the benchmark that a household should not spend more than 30% of its income on housing, they found that in Rich County:

- Approximately 28% of all households are renting (180 out of 635).
- The average rental cost for a two-bedroom apartment in the area is \$795/mo.
- In order for someone to afford a two-bedroom apartment, their wage would need to be \$31,800/yr (which is \$15.29/hr).
- Incidentally, they also find that the average supplemental social security (SSI) payment is \$797, and therefore the rent affordable to SSI recipients is only \$239/mo.





## Future Demand

The goals and policies relative to the local housing market are based on core assumptions about the next 5 years, including:

- Median property values are on the rise due to a lack of options for new home buyers.
- Randolph should continue to place the ability for more affordable housing as a top priority.
- With an average commute time for employees living in Randolph being nearly 30 minutes residents are showing their willingness to work and live in different communities.
- Due to increased employment opportunities outside of Randolph, wages are continuing to increase as well as property values, while the overall population is increasing.

## Goals + Policies: Housing

**Goal 4.1.** Preserve and strengthen existing neighborhoods while allowing the formation of new neighborhood centers.

**Goal 4.2.** Facilitate a reasonable opportunity for a variety of housing, including moderate-income housing to meet the needs of people desiring to live, benefit from, and fully participate in all aspects of neighborhood and community life.

**Goal 4.3.** Continue to enforce existing building codes and zoning ordinances to protect residential investments.

**Goal 4.4.** Identify potential areas of blight that may affect the community and establish goals and standards for the improvement of these areas or structures.

## Implementation Action Steps: Housing

- **Short Term Opportunities (1-5 years)**
  - a. Create a community development task force to evaluate information about housing and economic development, create long-term goals, and determine land use and other policy strategies necessary to achieve those goals.

- 
- b. Update zoning and other Town ordinances to protect residential areas from inappropriate or detrimental, non-residential encroachment.
  - c. Study the feasibility of providing opportunities for accessory dwellings in residential zones by applying development standards that address architectural design, parking and separate entrances for accessory dwellings.
  - d. Provide information for property owners regarding housing rehabilitation methods, resources, and safety inspections.
  - e. Explore the Community Facilities Grant program from the Rural Community Assistance Corporation (RCAC). Funds can be used to aid in the development of assisted living, transitional housing, etc.
  - f. Develop a grant strategy for USDA Rural Development's "Rural Community Development Initiative" (RCDI) with the goal of helping non-profit housing and community development organizations with their housing projects.
  - g. Encourage lower cost, more affordable development by reducing or simplifying design standard requirements for housing (as per State law).
  - h. Create incentives for the development of lower-cost housing, such as: density increases, height flexibility, partnerships, programmatic incentives such as grants, and contributing vacant City-owned land.
- **Long Term Opportunities (+5 years)**
    - a. The Town can promote programs such as first-time buyer programs available through local lending institutions, repair and rehabilitation programs administered by other government agencies, and the use of online HUD resources.
    - b. Prepare an in-depth comprehensive affordable housing plan that provides mid-grade housing for a fair price.
    - c. Encourage the adequate number of affordable housing units that young professionals (school & business) are attracted to live and work in town.
    - d. Offer smaller plots of land with adequate infrastructure tie-ins as necessary to provide houses in the price range deemed affordable based on the area's median income.

## 5: Economic Development

*Under the Utah statute, municipal capital improvement plans are intended to detail specific public projects. These are adopted on an annual basis and are not directly part of this plan. However, the role of the general plan is to provide an overview of the direction the community is trying to go generally.*

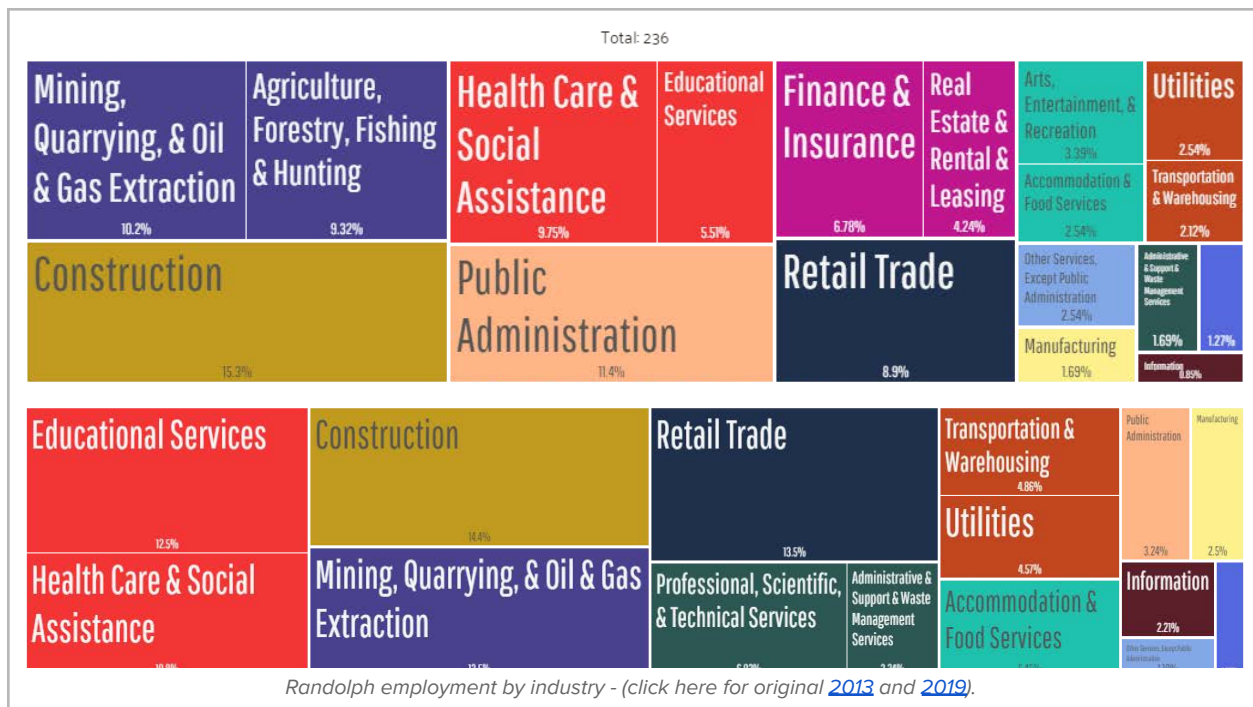
### Economic Development Priorities

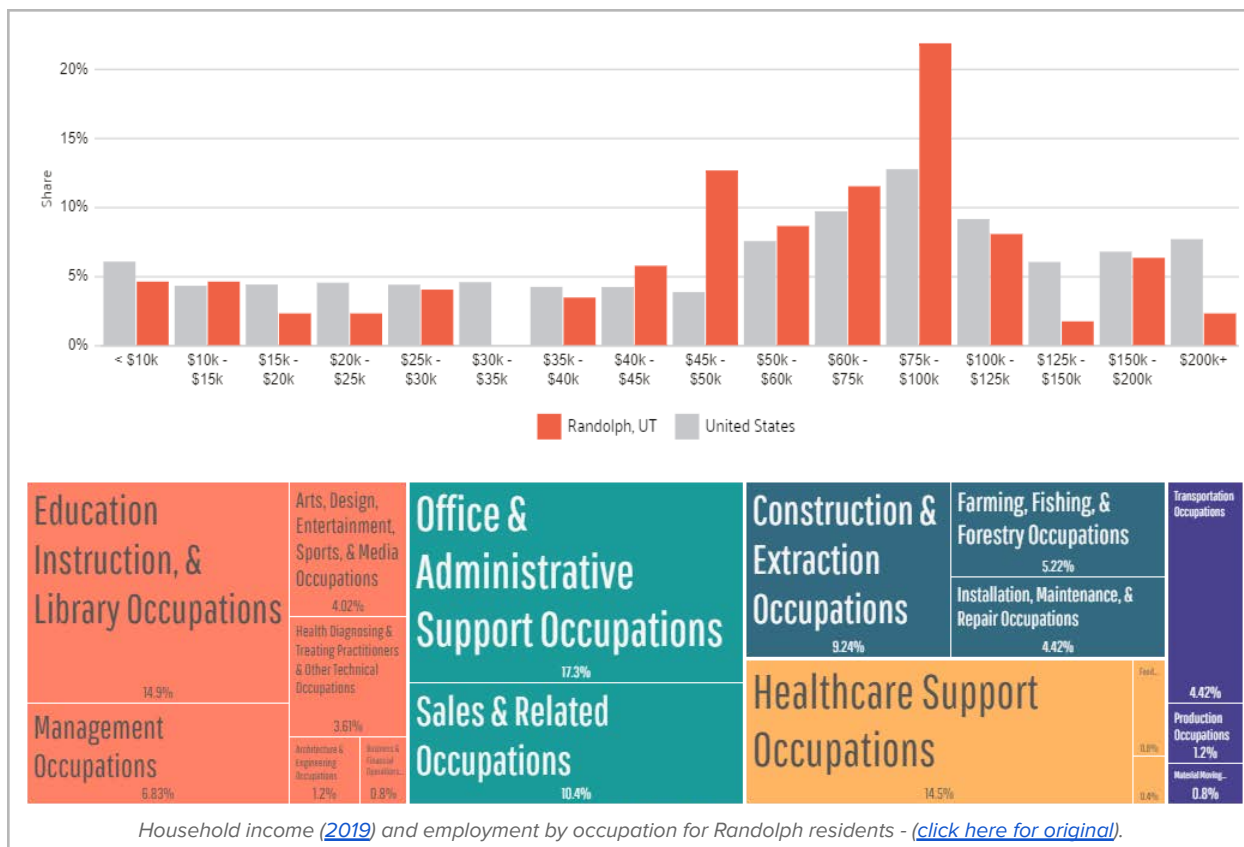
- Create a sustainable and locally-supported economy.
- Provide enough services or amenities to attract new residents.
- Provide new housing and amenities to drive economic generation.
- Support the existing major employers' efforts to expand and make value-added improvements.

### Current Conditions

Communities need to discuss the trade-offs of providing the physical locations and competitive financial environment necessary to attract various types of economic development to the area.

Since 2018 Randolph has seen a decline in the number of employees at a rate of 9.4% from roughly 275 employees down to 249. The following graphic shows the major industries in the Randolph area, the first from 2020 compared to 2013 showing the major changes in the economic industries in Randolph.





Typical commercial development in Randolph Town.

## Areas of Potential

As is expected in an incorporated area that is located in an area with available land, property values in Randolph generally increase with the level of infrastructure services that are available. If access is managed along main transportation corridors, the market potential of properties in that area benefits greatly.



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In the next 3-5 years the community should focus on attracting the style of retail and service amenities that will improve the quality of life for residents while providing a draw for regional visitors.

## **Goals + Policies: Economic Development**

**Goal 5.1.** Expand employment opportunities within the Town through effective planning and zoning supporting economic development activities.

**Goal 5.2.** Provide planning and zoning protections for business investment (preventing residential encroachment on business and manufacturing properties).

**Goal 5.3.** Support and expand the recreation and tourism base and provide the highest quality visitor experience through proper planning, zoning, and design.

**Goal 5.4.** Recognize economic opportunity areas identified by the County and prioritize them for long-term development.

**Goal 5.5.** Support initiatives, investments, and policies that are aligned with the currently-adopted Rich County Economic Development Strategy.

## **Implementation Action Steps: Economic Development**

- **Short Term Opportunities (1-5 years)**

- a. Work with the County and state agencies to conduct a GAP or market analysis, analyzing the Town's assets and then recruit and retain quality businesses providing higher wages and benefits to employees.
- b. Periodically survey commercial users and operators to identify needs and market-based demands that could be supported by Town policy in an effort to attract new business while also supporting the Town's existing commercial ventures.
- c. Apply for EDA's Public Works and Economic Adjustment Assistance (EAA) programs to implement projects in opportunity zones.
- d. Support the development of comprehensive marketing information to increase recreation and tourism in the region.
- e. Explore streetscape and storefront beautification/enhancement programs (i.e. Main Street America).

- **Long Term Opportunities (+5 years)**

- a. Develop and maintain an economic development strategic plan.
- b. Conduct marketing research and prepare essential information regarding Randolph and the Bear Lake area.

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## 6: Open Space + Recreation

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

### Existing Conditions

Quality parks and recreation services and facilities help improve the quality of life for residents. Randolph desires to maintain and cultivate recreational opportunities that serve the interests of both residents and visitors. The National Recreation and Park Association (NRPA) has developed standards for parks, recreation, and open space development that are intended to guide communities in establishing a hierarchy of park areas. The general standard established by the NRPA for park acreage per 1,000 people is between 15 and 17 acres or 1.5 to 1.7 acres for every 100 people. A new splash pad amenity was being discussed at the time of the development of this plan, and future park planning should involve an analysis of total acres as well as activity amenities (i.e. pickleball, playgrounds, etc).

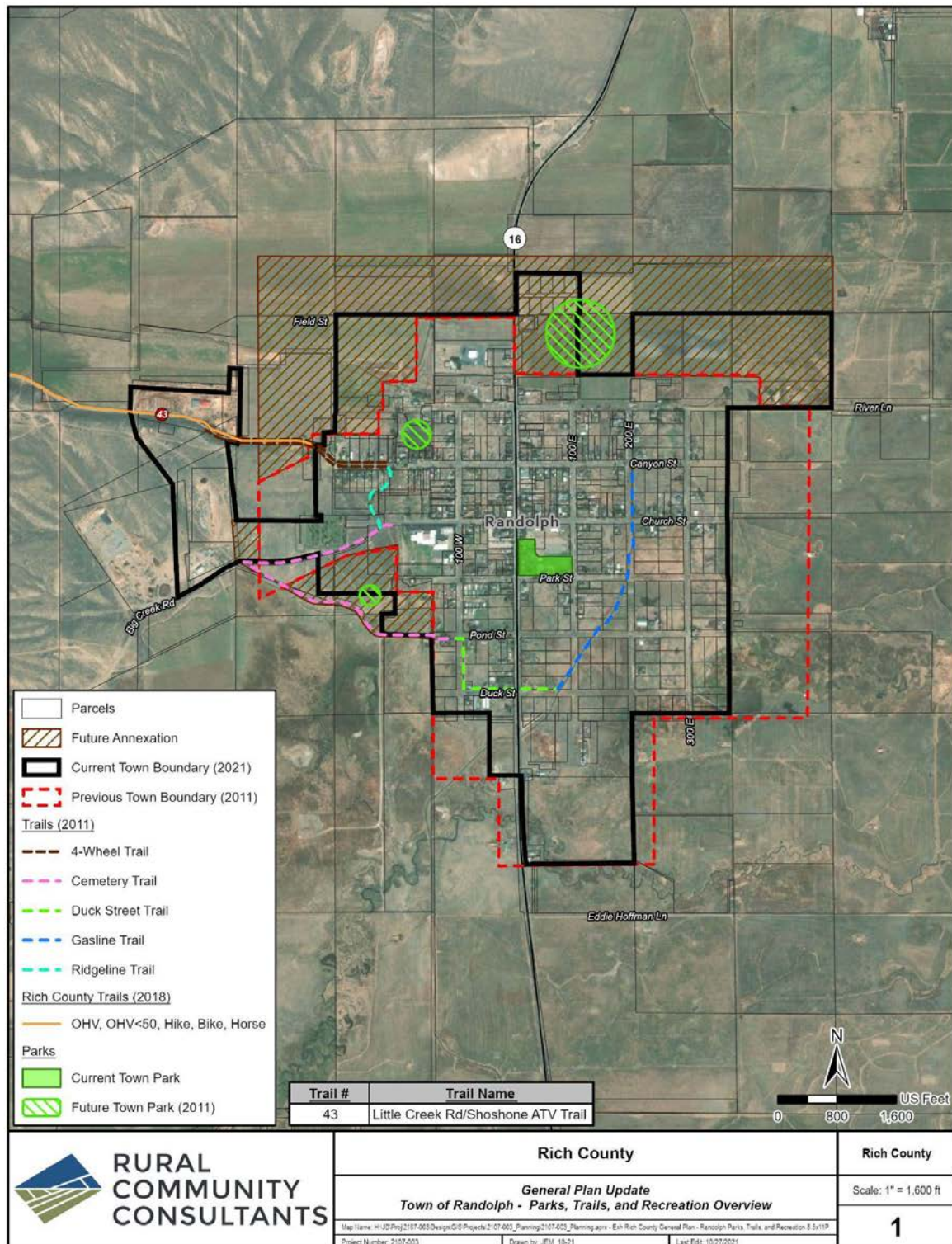
The current parks within the community are just over five acres (serving 500 people). This park is equipped with sets of playground equipment, swings, a tennis court, a pavilion area, a baseball diamond, and potential walking areas around and through the various parks and large fields of open space allowing for a variety of uses from residents. The Town is also home to open space adjacent to the school.

The county fairgrounds are located in Randolph and they host a major annual event.



*Randolph Town park.*





Existing and proposed park space in Randolph - ([click here for original](#)).

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## Potential Improvements

According to surveys, residents report a desire for better maintenance and additional opportunities for park and recreation facilities. The feeling that residents want different amenities was driven by the feeling that local children need activities and places to gather.

Randolph might want to explore the opportunity of partnering with the School District to make the school's recreational facilities (i.e. basketball courts) available to Town residents during the school's off-hours.

The Town-owned property should be considered for expansion of current parks or creating new opportunities altogether.

## Goals + Policies: Open Space/Recreation

**Goal 6.1.** As resources become available, build additional recreational resources. These should include a community recreation center, active and passive parks, area-wide trails and trailheads, and appropriate nature parks.

**Goal 6.2.** Encourage a system of parks and recreational facilities and programs, which provide recreational opportunities for all segments of the community.

**Goal 6.3.** Create a more pedestrian-friendly community that promotes an active lifestyle.

**Goal 6.4.** Create a strong link between the Town and managers of the area's tourist amenities and continue to promote this connection to both residents and visitors.

## Implementation Action Steps: Open Space/Recreation

- **Short Term Opportunities (1-5 years)**
  - a. Make deliberate efforts to acquire necessary funds to expand, develop, or upgrade park and recreational facilities.
  - b. Conduct a study to identify free or low-cost land for recreational opportunities. Consider all aspects of acquiring open space including donations, conservation easements, property trades, existing rights-of-way, and opportunities within new developments.
  - c. Seek federal, state, and local grant opportunities that can help develop and implement a trails master plan.
- **Long Term Opportunities (+5 years)**
  - a. Create a policy for neighborhood parks, including operations and maintenance, and work with new development to implement these policies.
  - b. Protect, conserve, and enhance the natural beauty of the community, and improve the recreational facilities and opportunities for residents and visitors to enjoy.
  - c. Promote the expansion of joint-use agreements with the school district to provide recreational programs and facilities in existing and future residential neighborhoods.



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## 7: Infrastructure + Public Facilities

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

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

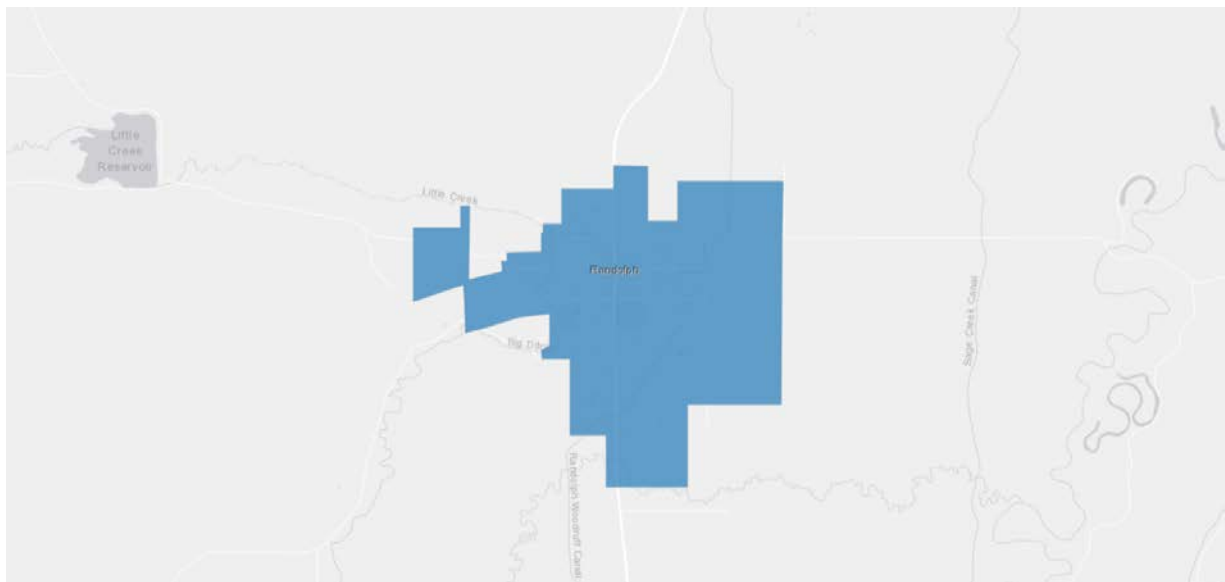


*Images showing different public facilities in Randolph.*

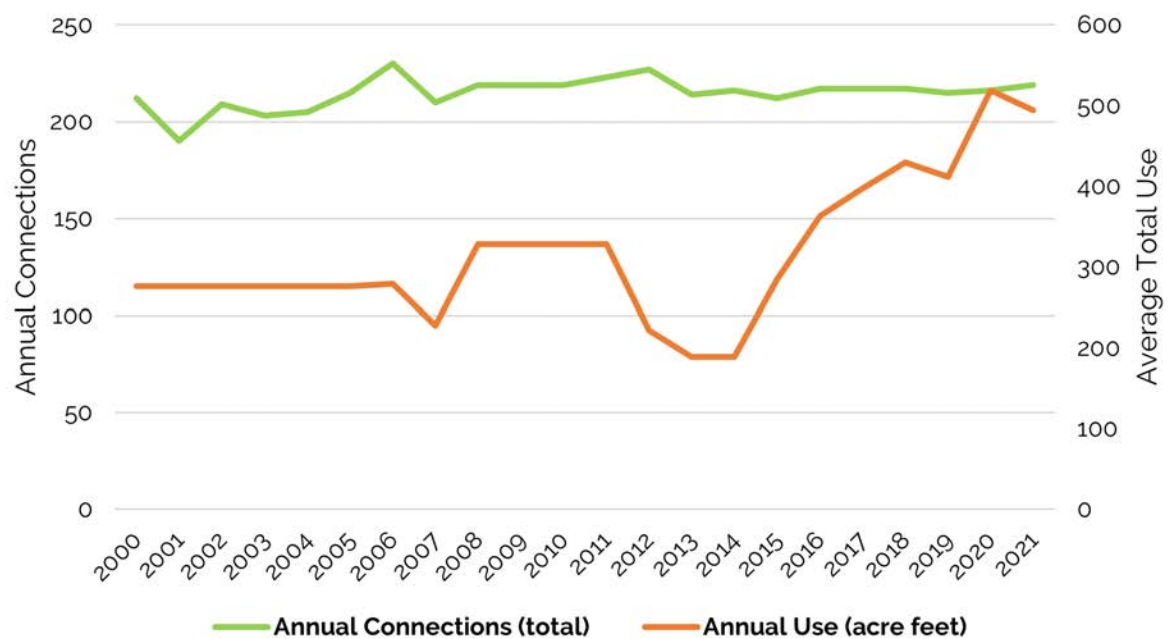
### Culinary Water

Culinary water in Randolph is provided by one spring and two wells. The public water system consists of 219 connections (as of 12/2021). Of these were 195 residential and 19 commercial metered connections. There were also 5 agricultural connections, though it is unclear if they are metered. At the time of this plan, there were no reports of significant contamination or system failure.

In 2021, the average annual use rates were 251.65acft for domestic users, and 181.06 for commercial users.



**Randolph Town Water Connections and Total Usage**



Map showing the service area of the Randolph Town Water System, as of 2019. (Source: DWRe, [click for original](#)).  
 Chart showing Randolph's annual water usage and total connections.

## Stormwater

Randolph's stormdrain system consists of intermittent curb and gutter that drains to ditches, swales, and berms. There has been no official or city-wide storm drain system installed within the community and no formal storm drain planning has thus far been initiated.

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## Sewer System

Residents and business owners maintain individual septic systems. The town does not foresee the implementation of a public sewer system in the life of this plan. Therefore, larger-lot development patterns should continue.

## Solid Waste + Landfill

Rich County provides garbage collection and maintains a landfill facility (near the Sage Creek Junction).

## Private Utilities

Dominion Energy provides natural gas to the homes and businesses in the area. Rocky Mountain Power provides electrical services to the community.

## Goals + Policies: Infrastructure

**Goal 7.1.** Provide adequate systems to handle culinary water, wastewater, and stormwater that promote safe and appropriate support for the activities and needs of the community.

**Goal 7.2.** As a first priority, the Town will make infrastructure and service investment decisions that meet the needs of existing Town residents. The Town will also plan for appropriate expansion of public facilities and service needs ahead of actual growth demands. Require all new developments to pay for their proportionate share of expansion.

**Goal 7.3.** Develop and maintain a capital improvements program that includes a schedule to conduct updates to infrastructure master plans that will help the Town adjust its investment priorities.

## Implementation Action Steps: Infrastructure

- **Short Term Opportunities (1-5 years)**
  - a. Review and determine appropriate levels-of-service for all public services and set goals to achieve those levels throughout the Town.
  - b. Partner with the USDA's Natural Resources Conservation Service to plan and implement watershed projects with the PL-566 Watershed grant/loan program.
  - c. Explore a policy to incorporate Low Impact Development (LID) techniques to control on-site runoff, return stormwater to the aquifer, and improve water quality.
  - d. Identify groundwater recharge areas, springs, and well sites in order to work with the appropriate private or public interests to manage these areas for adequate protection.
  - e. Study drainage patterns within the Town and annexation policy areas to accurately identify the 100-year flood plains based on the current levels of development. Work with FEMA to update the appropriate plans where changes are warranted.
  - f. Review the Town's land use ordinances and include a recommendation for changes that promote the efficient use of water (*as per UCA 10-9a-403(2)(f)(iii)*).

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- g. Research and adopt water concurrency standards requiring that adequate water supplies and facilities are or will be in place for new development (*as per UCA 10-9a-403(2)(f)(v)(E)*).
  - **Long Term Opportunities (+5 years)**
    - a. Continue to monitor and evaluate technology applications within the community to provide better telecommunications opportunities for residents as well as businesses.
    - b. As resources are available, develop and maintain an accurate, fully-functional system for planning and infrastructure information.
    - c. Continue monitoring streets and public infrastructure needs. Prepare long-term plans and budgets necessary to provide and ensure adequate levels of service.



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## 8: Risk + Resilience

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

### Community Risk Analysis

Generally speaking, the FEMA Risk Index rating is “Very Low” for Rich County, Utah when compared to the rest of the U.S. FEMA also identified the communities in Rich County as having a “Relatively Low” ability to prepare for the anticipated natural hazards, adapt to changing conditions, and withstand and recover rapidly from disruptions.

Randolph Town also faces the potential for significant flooding and wildfires that could impact the community in various ways, based on potential loss values.

### Public Safety Capabilities

Randolph is under the jurisdiction of the Rich County Sheriff’s Office and employs several officers and a similar number of civilians to serve the Rich County Community of approximately 2,500 citizens. Randolph employs the help of a volunteer fire department that operates regularly with one station and approximately fifteen firefighters and a handful of other staff members. Rich County has access to several hospitals in the area with emergency response capabilities (general surgery, inpatient care, labor & delivery, laboratory, radiology, mental health and psychology, respiratory therapy, physical therapy, occupational therapy, and speech therapy).

### Emergency Preparedness + Hazard Mitigation

Randolph participated in the 2020 Pre-Disaster Mitigation Plan (PDMP) for the Bear River Region, Utah. A PDMP looks at natural hazards that the area may be susceptible to and ways to lessen the potential disasters caused by those hazards. The plan can be accessed through the BRAG 2020 PDMP website and is updated every five years to comply with state and FEMA requirements.

From this plan, hazards that have been identified within the area and have the highest potential include: problem soils, steep slopes, landslide, flood, and wildfire.

### Goals + Policies: Resiliency

**Goal 8.1.** Continue to work on educating the public about potential hazards and mitigative measures.

**Goal 8.2.** Support work to expand first responder education and training, for a better response and recovery.

**Goal 8.3.** Establish pre-disaster actions to mitigate the effects of disasters.

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## Implementation Action Steps: Resiliency

- **Short Term Opportunities (1-5 years)**

- a. Continue to develop first responder capabilities.
- b. Reduce the threat of wildfires within the area by educating homeowners on how to reduce the risk of wildfire damage.
- c. Maintain and enforce rate policies that encourage water conservation.
- d. Enact a restrictive clause in the County and Town Ordinances that will prohibit any new development in the County floodplain and/or any undercutting of the canal.
- e. Support the County in the update of a regional Community Wildfire Preparedness Plan (CWPP).

- **Long Term Opportunities (+5 years)**

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

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# Appendix A: Planning Authority

## The General Plan and State Law

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

The general plan is the primary tool for guiding the future development of the Town. The community is faced with tough choices about growth, housing, transportation, neighborhood improvement, and service delivery. A general plan provides a guide for making these choices by describing long-term goals for the town's future as well as policies to guide day-to-day decisions.

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

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

## Development of this Plan

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

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

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

## Amending the General Plan

The term "general plan" is occasionally confused with other planning terms such as "specific plan", "development plan", and "master plan." A general plan may include "specific plans" or "development plans" that apply to a specific area or areas of a community; however, it is incorrect to assume either of these are the complete policy statement for an area of the community. Likewise, a "master plan" may speak to general plan issues, most notably infrastructure (for example Water/Wastewater Master or Trails-Parks-and Open Space Plans), and a master plan may be complementary to the general plan goals and policies, but a master plan is not a substitute for the long-range community goals and policies.

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contained in the general plan. Master plans deal with much shorter time frames than the roughly 10 years of a general plan.

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

## **Implementation of the Plan**

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

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

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

## **Next Steps for the Plan**

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

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