

Torrey Town General Plan

December 2013

**For the Present and Future Needs,
Growth and Development of Torrey Town**

**Pursuant to the Title 10, Chapter 9a, Section 401
Of the Utah State Code**

Torrey Planning and Zoning Commission

Introduction

General plans are established to ensure that public services like culinary water, irrigation water, streets, lighting, and housing areas are sufficient, sustainable and safe. Such plans encourage sustainable economic activities and orderly growth, providing residents with a transparent and fair process for making land use decisions together.

Torrey is the primary gateway to Capitol Reef National Park and also sits at the junction of two of America's most scenic byways that lead to Bryce Canyon National Park, the Grand Staircase Escalante National Monument, Lake Powell, and other popular destinations. In other words, Torrey sits at the core of one of America's most scenic and popular tourist areas.

The area's spectacular scenery and unparalleled recreational opportunities make Torrey an ideal place to vacation, work, relax, do business or just have fun. Those of us who call Torrey "home" also value the peaceful, rural nature of our community.

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

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Vision Statement for Torrey Town

Many who live in Torrey have deep ancestral roots in this area going back multiple generations. Those of us with such heritage have chosen to stay or return to this place because this is where our families have long called home. Others have stumbled upon Torrey, fallen in love with its unique character, and are determined to stay and make a good life here. What we have in common is our appreciation of this unique community, set in a magnificent landscape, which affords us a high quality of life and satisfying sense of community.

Just as those who came before us stepped up and built an infrastructure to support future generations - including an impressive canal system and network of roads - it is our turn to ensure that the town we value remains economically viable and aesthetically pleasing for succeeding generations.

There are disadvantages to being such a small village but the advantages far outweigh them. The scale of our community allows us to get to know and face one another, to explore our differences in a neighborly way, and to find a common ground on which to work together toward our community's good.

The General Plan (GP) is intended to be the inclusive and open means for Torrey's residents to articulate and codify what matters to all of us. It is one way we commit to passing on to future generations what we value and appreciate today. Therefore, our intention in writing this GP for Torrey is to preserve and maintain the beauty and charm of Torrey and its environs by pursuing methods by which we can control our own destiny and vision for our community.

One of these methods includes annexation, which will not only improve our sense of community but also increase the support and participation of community members by giving them the opportunity to vote on community issues as well as hold offices in the governing bodies.

In 2004 the residents of Torrey Town responded to a "Citizen Survey," which identified the following "major" issues facing our town at that point in history:

1. Maintain the beauty of our town and environs by planning for the future.
2. Review and update Torrey Town's municipal ordinances to reflect the current residents' vision for Torrey.
3. Develop fair and reasonable methods of enforcement of all ordinances, including those currently on record and those to be developed in the future.

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4. Promote open government and encourage resident participation through open “Q and A” forums run by the Mayor and Town Council and held on an as-needed basis. Such forums should include the following elements:
 - a. The forums should be well publicized
 - b. Forums should include all residents within the Torrey Water Service District
 - c. Interested citizens should be allowed to request a place on the agenda for upcoming meetings of The Planning and Zoning Commission or the Town Council.
5. Promote awareness of town government business and issues by maintaining a notebook available to all interested residents containing all current ordinances, minutes of meetings, and special notices. This information should be available at the town’s offices and posted on the town’s website.
6. Design and pursue funding for a walking/biking path.
7. Maintain town property according to defined maintenance schedule.
8. Continue to maintain and upgrade all town services provided to residents (i.e. fire, park pavilion, water, roads, etc.). Open space should be added as needed for parks and recreation areas as more land is annexed into Torrey Town.

In 2013, an update survey was mailed out to assess whether the public attitudes had changed significantly from the 2004 survey. Approximately 300 surveys were mailed with water bills and 90 responses were received. Responses were tabulated separately for in-town residents and for residents of the outlying water district to understand if there are significant differences between these two groups.

As the results were tabulated, several important points became immediately clear. First, there are only a couple of minor differences between in-town and out-of-town residences in terms of what matters to them about life in Torrey. More important, the 2013 survey affirmed the results of the 2004 survey – that is, whether we live in or out of town, area residents place very high importance on Torrey’s rural atmosphere, peace and quiet, scenic views, and our clear, dark night sky. We also value each other, our friendships and our sense of community. (SEE APPENDICES C AND D FOR A FULL SURVEY REPORT AND SURVEY RESULTS)

Although some community residents have expressed suspicion of the planning process, it is clear that the vast majority of residents in the community share a common appreciation of the quality of life we presently enjoy. Realistically, a carefully guided planning process is our only viable means for preserving our rural atmosphere, our scenic views, a peaceful town environment, and our beautiful dark skies.

It is to this end that we have drafted this General Plan, and encourage the participation and support of all residents in improving the Plan and creating specific ordinances that can bring the spirit of the plan into concrete reality.

Purpose and Scope of a General Plan

Torrey Town's General Plan is written in accordance with the guidelines established in the Utah Legislative Code – Title 10, Chapter 9a, Section 401. The following two sections contain excerpts from and explanatory information related to that legislative code. This review is included because it is important for citizens to understand what elements must be included in each town's unique General Plan, as well as other elements that may be included at the discretion of the municipal government.

This review is also included so that Torrey's residents can thoughtfully interpret our Torrey Town General Plan; hopefully reducing suspicion of the planning process and encouraging support for the General Plan once it is adopted.

Utah Code

According to the Utah Code (Title 10, Chapter 9a, Section 401) each municipality shall prepare and adopt a comprehensive long-range general plan for the present and future needs of the municipality, and for the growth and development of the land within the municipality or any part of the municipality.

As a minimum -with accompanying maps, charts, and descriptive information -each general plan must include the following elements:

1. A land use element that "designates the long-term goals and the proposed extent, general distribution, and location of land for housing, business, industry, agriculture, recreation, education, public buildings and grounds, open space, and other categories of public and private uses of land as appropriate"; and
2. A transportation and traffic circulation element consisting of: "the general location and extent of existing and proposed freeways, arterial and collector streets, mass transit, and any other modes of transportation that the planning commission considers appropriate, all correlated with the population projections and the proposed land use element of the general plan." (Utah Code Title 10, Chapter 9a, Section 403)

In addition to the minimum required elements, the General Plan may also include other elements such as:

1. A moderate income housing plan
2. Considerations for protecting agricultural areas

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3. Can environmental element that addresses issues such as conservation and protection of natural resources, including air quality, forests, soil conservation, wildlife, rivers, and other natural resources
4. The reclamation of land, flood control, hillside ordinances, pollution prevention, and prevention of soil erosion
5. A public services and facilities element showing general plans for sewage, water, waste disposal, public utilities, police and fire protection, and other public services;
6. Historic preservation and the elimination of blight
7. An economic development plan
8. Recommendations for implementing the general plan and accompanying ordinances

As long as legally required elements are included in the general plan, it is within the discretion of each municipality to determine the comprehensiveness, extent and format of the general plan.

For additional details about required and suggested elements of the general plan, according to Utah law, please refer to Appendix A.

Section 1: Land Use

General Goal

Zoning and ordinance decisions and the issuance of all-important water permits must be consistent with the goal of preserving and maintaining the healthy, peaceful, clean, quiet and scenic environment that we value. It is likely that Torrey's future development will be restricted by the availability of water, thus we cannot afford to allow development that will compromise our current and future population's water sufficiency and our community's rural character by allowing uncontrolled development. This must be done while simultaneously allowing some economic development that is compatible with Torrey's town goals.

With a GP in place, Torrey must translate Land Use intentions, priorities, and principles into a codified and implementable system. That will be an ongoing effort involving the creation, revision, and enforcement of ordinances that will carry out the GP's mandates.

Land Use addresses the following areas of critical concern: private Land use, public Land use, municipal property, annexation, zoning, water usage, ordinances, town signage, trees, lighting, noise, animal control and the preservation of the aesthetic values of the town, such as the dark night sky and viewsheds.

This section is organized according to the categories listed above. Within each section, there is a description of current conditions for each resource; followed by planning assumptions about how the general plan addressed this resource, and finally, a third section outlining proposed policies for managing each land use element.

Private Land

Current Conditions

All land within current Torrey Town limits is privately owned, except for a four-acre parcel where the town hall and pavilion are located. In addition, Torrey Town also owns the cemetery that is southeast of town, although that land is not currently in the incorporated town. (See Map XX in Appendices)

Planning Assumptions

1. Land within Torrey will continue to be privately owned unless some existing public land is annexed into Torrey Town limits.
2. Development guidelines, ordinances, and land use policies need to be established and reviewed for all areas within Torrey Town limits.

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3. The policies for subdividing private land within Torrey need to be reviewed, and guidelines written if necessary.
4. Open space areas need to be identified and planned for prior to development of undeveloped areas within Torrey.
5. Potential development of private land for commercial purposes needs to be reviewed and the resulting issues addressed.

Resulting Policies

1. Review, write, and update ordinances and land use policies
2. Write a subdivision ordinance, including open space policy.
3. Develop guidelines for preserving agriculture and greenbelt property that is to be annexed into Torrey's town limits.
4. Review and update, if necessary, current guidelines for using private lands in residential areas for commercial enterprises.

Public Land

Current Conditions

Within our expansion area (See Map 1 in Appendix F) there is some BLM land in our SE corner. But, this is the only public land within Torrey or its expansion area.

Planning Assumptions

Torrey needs to establish the potential uses or disposition of any public lands that are annexed into Torrey Town prior to that annexation. Also, activities that may occur on public lands adjacent to town could potentially impact the quality of life in our community, so such potential actions need to be understood and evaluated.

Resulting Policies

1. The Planning and Zoning Commission should contact the BLM regarding the fact that there is BLM land within our expansion/annexation area. Torrey town officials need to work with the BLM to understand federal policies with respect to acquisition and use of such lands in order to avoid conflicts and legal disputes.
2. Torrey should coordinate with all land users to be sure that the annexation does not negatively affect the current use of public lands or private lands adjacent to such property.

Municipal Property

Current Conditions

The Torrey Town Hall/Fire Station building, park pavilion and park grounds are municipal. The cemetery, all town roads and frontages, as well as water lines are municipal property. Torrey has passed an Annexation Policy (See Appendix B).

Planning Assumptions

Torrey Town needs to expand its land holdings in the town, which would eventually allow the construction of an expanded town hall with better public meeting space, increased storage for administrative records, and other public functions. Torrey Town also needs to upgrade its fire station to better serve the community and meet OSHA criteria.

Resulting Policies

Torrey Town needs to purchase more municipal property in the town's center along Main Street for a new town hall and a fire station - either within current town limits or in the expansion area as properties are annexed into town limits. In order to achieve these goals, Torrey Town should seek grant money from available sources to augment local funds.

Annexation

Current Conditions

In 2012, Torrey Town adopted an annexation policy (see Appendix B) that established Torrey's expansion areas as those properties currently included in the Torrey Water Services District (WSD) (See Map XXX). The WSD was established in 1995 by Resolution #1995, as approved by the town council. In general terms, the WSD includes all properties that the town currently provides with water, as well as additional properties which water could potentially be served. Residents within the expansion area have the opportunity to be annexed into the corporate Torrey Town limits, giving them voting rights and opportunities to participate in local government.

Planning Assumptions

The actual expansion areas have been studied and surveyed. In one annexation area on the northwest side of town, the residents have been interviewed and the annexation process is moving forward. Other portions of the annexation area will be surveyed as time goes forward.

Information and assistance should be readily available to any property owner or neighborhood that desires to be annexed into Torrey Town in order to make the annexation process smooth and transparent as possible.

Land use zones need to be established for land that may be annexed into Torrey Town in the future.

Public forums need to be held so that information about potential annexations can be shared and questions answered.

Resulting Policies

1. An inventory of property ownership, current development, existing structures and existing covenants must be taken. Maps of the information must be created and kept current.
2. The Planning and Zoning Commission will review the land use ordinances and create broad categories of appropriate land uses or zones in order to replace or augment the current lengthy lists of permitted and conditional uses.
3. A comprehensive subdivision ordinance must be written.

Zoning

Current Conditions

Torrey Town has defined itself as a “single rural residential zone (RR)” with “Conditional Use Permits.” Some commercial properties are located along Main Street and Center Street and are intermixed with residential properties. There is no area specifically zoned as Commercial. Torrey has established a minimum lot size of ½ acre by town ordinance P&Z1. Agriculture is still an important element of life in Torrey, and properties engaged in agriculture are scattered throughout town. The only limits on agricultural uses are ordinances dealing with animal control and exotic pets.

Planning Assumptions

1. Torrey Town must create and keep more detailed maps and records of property and covenants within Torrey Town limits.
2. Current land use classifications need to be reviewed with the possibility of adding additional ones.
3. The Conditional Use Permit Policy should be reviewed and updated in accordance with current state guidelines. If necessary, the current approach could be augmented or replaced by specific zoning ordinances.
4. Subdivision growth within Torrey needs to be approved by the Torrey Land Use Authority (this authority is currently vested in the Planning and Zoning Commission) and closely monitored to be certain that it does not negatively impact the community’s future plans.
5. A commercial district should be established to encourage the central location of all businesses and preserve the residential community structure, including the reduction of sound and light pollution in areas away from the Town’s core commercial area. The establishment of such district should also include definitions of appropriate commercial and industrial uses.
6. Solid and simple vehicles for hearing public opinions and enforcing land use ordinances need to be created and then enforced consistently.

Resulting Policies

1. An inventory of property ownership, current development, existing structures and existing covenants must be taken. Maps of the information must be created and kept current.
2. The Planning and Zoning Commission will review the land use ordinances to insert broad categories of appropriate land use or zones rather than use the current long lists of permitted and conditional uses.
3. A comprehensive subdivision ordinance must be written.
4. A Torrey commercial district needs to be clearly established in writing and with ordinances including establishing the ½ acre minimum lot size. Guidelines for commercial property in the expansion area need to be reviewed as properties are annexed.
5. The Torrey Town zoning ordinances will retain a residential minimum of ½ acre lot size and Torrey should approve all subdividing of land within the town limits.
6. All structures erected or installed in the town shall meet Federal Housing and Urban Development standards, all state building codes and all Torrey building ordinances. All owners will be required to obtain a building permit prior to construction or installation of any structure. A Torrey stamp and signature will be affixed to any permit issued by the Wayne County government within the Torrey Town limits.
7. The Town Council will request that any land uses considered by Wayne County, within Torrey's town limits and expansion area, be consistent with Torrey Town ordinances, goals and policies. Future land uses in these areas will follow Torrey Town zoning ordinances.

Water

Current Conditions

Torrey has an upgraded culinary water system that services the homes and businesses located in the Torrey Town Water Services District. The Town also has the Torrey Irrigation Company and the Sand Creek Irrigation Company (SCIC) that provide water for outside uses. These water companies are corporations in which the water is owned by its 'shareholders' who receive water according to their shares.

As of 2013, there one new water storage tank and three older tanks in place in the Thousand Lake Mountain watershed where the Torrey WSD sources its water. Five springs provide the WSD with more than adequate water to meet its needs. Included in this new culinary water system are new water supply lines. The new culinary system will have a Utah State Code compliant chlorination system in place in the near future, which will be used only as

needed. These upgrades to the Torrey culinary water system were accomplished with a grant from the state.

Planning Assumptions

According to a comprehensive study made in 2008 by the professional Parr Waddoups Brown Gee & Loveless, Torrey has adequate water available from its watershed and system to provide for slow, steady growth in population for the foreseeable future. To quote them: "It appears that additional connections can be approved by the Town without jeopardizing water availability to individual residences and businesses that are currently (as of 2008) connected to the system and still serve the needs of others who have requested water services. We would propose the Town adopt a policy to approve as many as 12 new culinary connections per year." There is also an upper limit on the number of water hook-ups that are available, a limit that will be re-evaluated when those hook-ups are acquired and put to use.

1. There are NO KNOWN new sources of water available to Torrey WSD. The 6 springs in the Thousand Lakes watershed are the sole source of Torrey's WSD water. The flow of these six springwaters may fluctuate in the future with changes in meteorological conditions.
2. At this time there is sufficient water in the watershed and a new water storage, chlorination, and supply systems is in place. This system needs to be monitored and updated as meteorological and demand conditions change.
3. An emergency response management of water supplies should be developed to respond to potential meteorological changes or a substantial influx of population from metropolitan areas.
4. Controlled growth of residences needs to be planned for and the community needs to be convinced to support the slow-growth policy. Water is the main limiting factor in Torrey's potential growth and water considerations should be built into planning policy and enforcement ordinances.

Resulting Policies

1. A sufficient 'backup' plan should be put into place and used if and when resources take a drastic downturn.
2. A policy for allocating water during extreme drought or emergency conditions must be written and made enforceable, especially in view of climate models that predict potentially extreme variations in water supply in coming decades.
3. Information regarding water – its source and allocation policy – must be made available to all households and owners within the WSD so that citizens are well informed and thus more likely to cooperate should extreme measures prove necessary.

Trees

Current Conditions

Torrey has a Main Street canopy of lovely old trees that is not only historically important but provides a graceful charm to the center of our town that is attractive to tourists and residents alike. These trees help to make Torrey the distinctive community it is.

Planning Assumptions

Torrey's trees are in the category of town 'Historic Preservation.' These trees are very old but can live much longer and safely for residents and traffic with knowledgeable husbandry. The Torrey TOWN COUNCIL hired professional assistance in this preservation project and the recommendations and plan for preserving these trees must be followed. In addition, the possibility of extending the canopy should be considered.

Resulting Policies:

1. Remove the dying trees and replant according to the plan that was laid out for the town by USU biologist Dr. David Lee.
2. Continue to maintain the safety of the highway underneath the canopy by pruning and thinning the trees as needed.
3. Maintain trees to keep the current length of the canopy. Cotton-less cottonwoods have been chosen as the variety to use.

Historic Preservation

Current Conditions

Torrey has many old homes, structures and areas that are noteworthy and worthy of preservation. The following is an initial list of properties that are of historical significance and need to be protected by ordinance, lest they be lost.

1. **The Big Apple.** Renovated recently.
2. **The DUP Building.** Relocated and restored as well. (It is well over 100 yrs. Old)
3. **The Torrey Schoolhouse.** Restored and functions as a B&B on Center Street.
4. **The Chuckwagon General Store.** Continues to thrive as a general store and meets the needs and aesthetics of tourists who visit Torrey. It maintains its historic flavor.
5. **The Coffey House.** Restored as a residence.
6. **The Diamonds House.** Restored as a residence.
7. **The Will Hickman House.** Restored as a residence.
8. **The Bagley House.** Restored as a residence.

Attached, as Appendix E, is a historic overview of the town of Torrey and its region. This summary supports and emphasizes the importance of preservation and shows that historic preservation needs to be an integral part of Torrey's General Plan.

Planning Assumptions

The preservation of Torrey's historic structures and homesteads is an ongoing process that merits the support of the community. An updated list of structures potentially worthy of preservation needs to be maintained.

Resulting Policies:

1. With guidance and involvement of The Planning and Zoning Commission, citizens and property owners will brainstorm ideas that will create incentives for property owners to preserve and renovate when feasible.
2. Create an historic preservation committee that promotes, facilitates and designates historic structures in and around Torrey.

Preservation of Aesthetic Values, Noise and Light

Current Conditions

Because Torrey does not have a long history of control over location, size, and aesthetic features of buildings and homes, there is no dominant architectural theme in the community. Businesses and homes are intermixed, along with agricultural activities, throughout the main part of town. Some of these structures have their own aesthetic appeal or may have historic interest, while many other structures lack such appeal. Nonetheless, as certain recently-constructed buildings have shown, there remains a great deal of charm about Torrey Town that can be undermined by structures that are overly-large, poorly-designed, or otherwise appear out of place. This aesthetic aspect of Torrey may be difficult to define, but cannot be dismissed.

Other important quality-of-life and aesthetic elements in Torrey would include sound, outside night-lights, exterior treatments of buildings, the height of structures, the cleanliness of yards, and other factors. At present, these aesthetic aspects of the community are of concern to many residents, but there is very little in the way of ordinances and enforcement to guarantee that these aesthetic elements are protected.

Planning Assumptions

It is within the control of the Town Council to determine whether ordinances should be developed to control the aesthetic aspects of buildings and subdivision development. If deemed appropriate, the Council can direct The Planning and Zoning Commission to develop ordinances to control building heights (for the protection of viewsheds, etc.), exterior design elements of buildings, exterior street and building lights, ridge top development, and ordinances to control sound and other environmental elements that impact the quality of life in the community.

Resulting Policies

1. The Planning and Zoning Commission should work with the Town Council to review current ordinances to determine whether they meet the expectations of the community in terms of building design, size, height, and other architectural features.
2. Investigate alternative street lighting options and residential outdoor lighting to eliminate light pollution and encourage voluntary cooperation in eliminating offensive outdoor light fixtures.
3. Determine whether sound pollution, such as highway and industrial noise, is a present or potential problem and craft a sound ordinance if it is deemed necessary.

Section 2:Transportation

General Goal

Torrey is a small town, situated along Utah State Highway 24 (SR-24, aka Main Street). Residences, businesses, and a church front the highway and pedestrians frequently cross in many places. Torrey wishes to ensure that traffic is kept to a safe rate of speed, noise levels kept low, and that there is sufficient road capacity and space for parking. In order to achieve these goals, the community needs to maintain and update its existing transportation infrastructure to accommodate existing and future increases in traffic so that pedestrian, motorized and non-motorized traffic can move smoothly and safely in and through Torrey.

Objectives and implementation strategies for this section are grouped into the following categories:

1. Non-Motorized and Pedestrian
2. Motorized
3. Parking

Non-Motorized and Pedestrian

Current Conditions

There are currently no consistent accommodations (e.g., walkways, bike lanes, signage, etc.) for non-motorized traffic through town. Non-motorized transportation is slowly rising in Torrey, and a proposed bike path is in the works.

Planning Assumptions

Torrey desires to become friendlier and safer to cycling and walking as means of transportation and in order to attract more tourists to businesses and historic sites along Main Street. The construction of walkways, bike lanes and placement of signs throughout town, pointing to interesting locations, will greatly enhance the experience of non-motorized visitors.

A pedestrian-oriented downtown benefits Torrey in many ways. It reduces traffic and parking congestion; it fosters more aesthetically pleasing development, as buildings and development are not oriented toward automobiles and parking; and it increases the economic vitality of the Main Street area as more people are able to immediately access storefronts. The Town should explore opportunities to promote pedestrian travel.

Resulting Policies

Provide a viable non-motorized and pedestrian transportation alternative for daily circulation, activities, and recreation throughout Torrey.

Encourage and provide amenities such as walkways, signs, public sitting areas, shade and adequate buffering between pedestrian traffic and the street.

1. Encourage and provide bike racks throughout Torrey, particularly along Main Street.
2. Incorporate shade and rest areas or benches along SR-24 where determined appropriate.
3. Provide a pleasant, safe path system of sufficient width and clear of obstructions or conflicts with other forms of transportation or land use.
4. Regularly inspect existing walkways for dangerous conditions including tripping hazards, accessibility concerns, etc. and schedule such conditions for repair.
5. Continue to develop a bike path in collaboration with UDOT, Wayne County and other adjacent jurisdictions.
6. Promote the development of a pedestrian-oriented Main Street.

Motorized Transportation

Current Conditions

Most traffic through Torrey occurs on SR-24, which is also the main route into and through Capitol Reef National Park, situated a few miles east of town. Other small roads, including private roads and driveways open directly onto SR-24. Both residents and visitors park along SR-24 in order to shop and dine in Torrey.

Off-road vehicles are permitted as a mode of transportation along Torrey's streets, but not in the frontage of residential properties, nor along SR-24. Still, these vehicles are consistently used along the roadside, creating a hazard for non-motorized users, as well as noise and dust nuisance for residents and visitors.

Planning Assumptions

1. Achieve a safe and efficient transportation system throughout Torrey, which adequately provides for future growth.
2. Encourage a safe and well-maintained SR-24 corridor as well as other public streets throughout Torrey.
3. Properly manage use of off-road vehicles along Torrey streets

Resulting Policies

1. Maintain existing trees along SR-24 and encourage and plan for further shade.
2. Provide adequate street lighting along SR-24 for safety and visibility in consideration of preserving Torrey's quiet small town and dark sky characteristics.
3. Continue to improve and pave dedicated streets throughout town.
4. Preserve current SR-24 corridor by ensuring that new development does not require widening of SR-24, except for a bicycle lane.

5. Ensure that traffic demands of new development, including potential impact on SR-24 congestion should be considered during development reviews.
6. Preserve slow speeds for traffic through Torrey. Speeding vehicles create hazards for pedestrians and other motorists throughout the town. The town should encourage slower vehicular speeds to promote safety. Slower vehicular speed also encourages non-motorized use.
7. Consider implementation of portable or permanent speed alert indicators.
8. Encourage private or public transit between Torrey and Capitol Reef National Park. This will draw more tourists to Torrey businesses.
9. Place appropriate signs and work with the Wayne County Sheriff's Department to divert off-road traffic away from Main Street.

Parking

Current Conditions

Parking congestion is not currently a problem in Torrey, though the town should pursue strategies for convenient off-street parking in anticipation of growing visitation in the future.

Planning Assumptions

Promote small town atmosphere, convenience for visitors, safe pedestrian travel, and economic viability of local businesses through reduction of parking congestion and more efficient use of existing parking in the town.

Resulting Policies

1. Create parking ordinance to address specific parking needs and development patterns of the Town.
2. Explore creative methods for businesses to provide off-street parking, including shared parking.
3. Develop a plan for large vehicle parking, which may include clear and strategically placed signage.
4. Identify locations that could be developed as public parking areas.
5. Develop signage to direct people to available parking areas in the town. Such signage should be consistent throughout town.
6. Encourage alternative modes of transportation walking, biking, etc.

Section 3: Affordable Housing

General Goal

As part of preparing a municipal general plan, Utah Legislative Code 10-9a-403 requires cities with more than 1,000 residents to include a moderate-income housing section in their plans. As stated in the Code, this section should include: “an estimate of the need for the development of additional moderate income housing within the city, and a plan to provide a realistic opportunity to meet estimated needs for additional moderate income housing if long-term projections for land use and development occur.”

As a town with a population of less than 1,000, this particular section of the Utah Code does not technically apply to Torrey. However, in keeping with the spirit of the law, Torrey Town wants to serve all present and future residents and businesses by ensuring that an adequate supply of affordable homes and rental units exist within town and the annexation area.

Current Conditions

An affordable housing plan was prepared for Torrey Town in the year 2000. However, this plan includes some outdated assumptions and is lacking important statistical data, so it appears to have little value as a guide for planning decisions at the present time.

There are numerous trailers and small homes in Torrey that may or may not provide an adequate inventory of affordable, moderate-income housing. Also, rental prices in the area appear to be low, and may have been additionally depressed due to the recent loss of Wayne County’s largest employer. It is reasonable to assume that this loss would make more rental units available, with a corresponding downward pressure on rental prices.

Planning Assumptions

In order to determine the need for affordable housing in Torrey, it will be necessary generate accurate data in two general categories: first, income levels in the area and the corresponding need for moderately-priced housing; and second, the number of moderately-priced houses, trailers, and rental properties that are currently available. In addition to gathering such data for current conditions, it will also be important to use that data as a baseline for estimating future needs as well.

Torrey does not presently have an up-to-date database on local incomes or on the price and availability of moderate-income housing. To the casual observer, it appears that there are numerous trailers and small homes in the Torrey and the annexation areas to provide adequate housing for low-income people and families. However, without a more detailed survey of local housing prices and availability, this remains a subject of speculation.

Some information on household income, which is necessary for determining the need for low-income housing, is available for Wayne County through the U.S. census and other sources. However, this available data may not precisely reflect income levels in Torrey itself. Moreover, recent dramatic changes in the Wayne County job market may have rendered the most recent data on income and housing inapplicable to current conditions. Therefore, in the process of gathering and evaluating data on income and housing in Torrey, it will probably be necessary to combine existing data sources with local knowledge and anecdotal information in order to arrive at the most useful approximation of the local need for, and availability of low-income housing units.

Finally, as Torrey Town itself does not have the financial resources to create moderate-income housing, if it is determined that a need exists it will be necessary to work with various entities (governmental and non-governmental), as well as local volunteers, to maintain and enhance low-income housing units to fill the existing need. Additionally, the town may need to examine issues such as the cost of water hook-ups and lot sizes to determine whether these factors are an impediment to creating and maintaining such housing.

Resulting Policies

1. Torrey needs to create a database (including maps) of platted lots, houses, rental units, commercial buildings, and other facilities. As part of this broader effort, moderate and low-income housing units, along with rental values, should be separately identified and tabulated.
2. The local need for affordable housing needs to be calculated for both families and individuals. Such an assessment may initially rely on data from the U.S. census as well as the Governor's Office of Planning and Budget, but will need to be augmented with locally obtainable information on recent economic conditions and demographics.
3. Projections for future needs for moderate-income housing should be prepared once the analysis of current conditions has been completed.
4. Identify and work with governmental and non-governmental entities, such as the Six County Association of Governments, who can provide planning and financial resources to build, upgrade, or maintain an adequate supply of low-income housing units.

SECTION 4:Implementation and Enforcement

General Goals

As a small, rural community, Torrey has historically not had the resources or inclination to impose strict zoning ordinances and building codes on the local population. However, in recent decades, with an influx of new residents and dramatic increases in property values, there is an increased concern about the location of businesses, the aesthetics of buildings and homes, and protecting valuable viewsheds. Moreover, environmental changes in weather, rainfall, water usage, land abuse, population density, and other conditions could change Torrey's quality of life.

In order to address these concerns, Torrey must adopt ordinances for the enforcement of building codes and for identifying an enforcement authority or officer. Land use and zoning ordinances are the only methods for ensuring that the expansions and additions to our community are done with the well being of ALL community members in mind. A detached, consistent, and user-friendly enforcement system is needed to guarantee that property values, aesthetics, viewsheds, and environmental quality are protected in a way that benefits all citizens equally.

The following sections of the Utah State Code specify the authority of the community with respect to enforcement of its local codes and ordinances:

Utah State Law/Code:

In accordance with Utah State Code:10-9a-802 - ENFORCEMENT

- (1)(a) "A municipality or any adversely affected owner of real estate within the municipality in which the violation of this chapter or ordinances enacted under the authority of this chapter occurs or are about to occur may, in addition to other remedies provided by the law, institute:
- (i) injunctions, mandamus, abatement, or any other appropriate actions; or
 - (ii) proceedings to prevent, enjoin, abate, or remove the unlawful building, use or act.
- (b) A municipality need only establish the violation to obtain the injunction."
- (2) (a) "The municipality may enforce the ordinance by withholding building permits.
- (b) It is unlawful to erect, construct, reconstruct, alter or change the use of any building or other structure within a municipality without approval of a building permit.
 - (c) The municipality may not issue a building permit unless the plans of and

for the proposed construction, reconstruction, alteration, or use fully conform to all regulations then in effect.

In accordance with Utah State Code:10-9a-803 - PENALTIES

1. The municipality may, by ordinance, establish civil penalties for violations of any of the provisions of this chapter or of any ordinances adopted under the authority of this chapter.
2. Violation of any of the provisions of this chapter or of any ordinances adopted under the authority of this chapter is punishable as a class C misdemeanor upon conviction either:
 - a. As a class C misdemeanor; or
 - b. By imposing the appropriate civil penalty adopted under the authority of this section.

Current Conditions

1. At this time in Torrey, there is no ordinance in place to establish an enforcement process or to designate an enforcement officer.
2. There is no history of 'enforcement' in Torrey. Moreover, some residents prefer to live in rural locations such as Torrey precisely because zoning and land use regulations are lax or nonexistent. Therefore, a certain percentage of the population will be resistant to the enforcement of such regulations.
3. The small town charm of Torrey Town, where most folks know each other, is part of what draws people to our community. However, that aspect of the community may also prove an impediment to code enforcement. Neighbors may be understandably reluctant to tell a fellow resident that they are out of compliance and may have to pay a fine or go to court. This reality of small town life is part of the reason that enforcement has been nonexistent in the past, and must be taken into account in adopting enforcement procedures and appointing an enforcement officer.
4. The historical lack of code enforcement in Torrey has resulted in situations where residents have had to settle grievances directly with their neighbors. This has resulted in hard feelings that might have been mitigated if the community had embraced its own consistent, detached enforcement policy.

Planning Assumptions

1. Torrey must have a clear, simple, stepped process/procedure for handling ordinance enforcement.
2. There is a need for an Ordinance/Code Enforcement and Building Inspector (OEBI) Officer who deals solely with ordinance observance.
 - a. This officer would carry out the Council's due process, as does a sheriff for state or county Law.

- b. A separate enforcement official would eliminate the personal aspect that would exist if a Planning and Zoning or Town Council member had to carry out the investigative part of the Ordinance Enforcement process.
 - c. Utilizing the sheriff or a deputy to enforce code violations would be an inappropriate method of enforcement. The community would be better served by an OEBI Officer who functioned as a community liaison while still retaining sufficient legal authority to ensure compliance.
 - d. It may be necessary for this officer to be from outside Torrey or the County.
 3. The ordinance enforcement process needs to be well publicized and understood by the residents.
 - a. The process should incorporate hearings, both private and public.
 - b. The Planning and Zoning Commission, TOWN COUNCIL and OE Officer need to guarantee that the enforcement process is consistent and predictable, with a reputation for fairness. This will be an essential element in the success of this process.
 - c. The process has to have forms letters, complaint forms and publishable 'outlines' of the process. These need to be formulated and available to the public in written (paper) form and on the Torrey website.
 - d. The process must be consistent and fair in order to ensure citizen cooperation and alleviate any perception of favoritism or inconsistent application of the law.

Resulting Policies

1. The Planning and Zoning Commission recommends that the Torrey Town Council hire/appoint an 'Ordinance Enforcement/Building Inspector' (OEBI) Officer. The basic duties of the OEBI Officer would be to:
 - a. Perform the initial investigation of any complaint that is received from a resident or that is initiated by the Town Council or Planning and Zoning.
 - b. In conjunction with the complainant, initiate the paperwork process as identified in the ordinance and deliver the resulting paperwork to The Planning and Zoning Commission.
 - c. Issue/serve the violation notice.
 - d. Serve papers on the non-compliant party if the process moves to the 'judicial/court step' of the process.
 - e. Observe and maintain an awareness of the condition and changes of all properties within the jurisdiction of the municipality with regard to the observance of all Torrey ordinances.
 - f. Perform all building and property inspections as directed by the Town Council or Planning and Zoning.

2. The Town Council should adopt an enforcement ordinance that identifies a basic 'stepped process/procedure' for the enforcement of Torrey ordinances. Among other elements, this process should include the following:
 - a. An initial investigation of complaints and an attempt to resolve the violation through voluntary compliance
 - b. Issue a Violation Notice if compliance is not voluntary
 - c. First, by form letter (See sample in Appendix: FLOW CHART)
 - d. Subsequently, a violation notice served personally by the OEBI Officer, if there is no response to the letter.
 - e. Citations as authorized under Torrey City ordinances and Utah State Code, as it may from time to time be amended
 - f. Initiating an arbitration process if the civil process becomes 'deadlocked.'
 - g. Filing of lawsuits if the case becomes irresolvable.
 - h. Proceedings to assist in the prosecution of ordinance violators.

Appendices

Appendix A – Elements of a General Plan

Utah Legislative Code 10-9a-403.

Plan preparation.

(1) (a) The planning commission shall provide notice, as provided in Section 10-9a-203, of its intent to make a recommendation to the municipal legislative body for a general plan or a comprehensive general plan amendment when the planning commission initiates the process of preparing its recommendation.

(b) The planning commission shall make and recommend to the legislative body a proposed general plan for the area within the municipality.

(c) The plan may include areas outside the boundaries of the municipality if, in the planning commission's judgment, those areas are related to the planning of the municipality's territory.

(d) Except as otherwise provided by law or with respect to a municipality's power of eminent domain, when the plan of a municipality involves territory outside the boundaries of the municipality, the municipality may not take action affecting that territory without the concurrence of the county or other municipalities affected.

(2) (a) At a minimum, the proposed general plan, with the accompanying maps, charts, and descriptive and explanatory matter, shall include the planning commission's recommendations for the following plan elements:

(i) a land use element that:

(A) designates the long-term goals and the proposed extent, general distribution, and location of land for housing, business, industry, agriculture, recreation, education, public buildings and grounds, open space, and other categories of public and private uses of land as appropriate; and

(B) may include a statement of the projections for and standards of population density and building intensity recommended for the various land use categories covered by the plan;

(ii) a transportation and traffic circulation element consisting of the general location and extent of existing and proposed freeways, arterial and collector streets, mass transit, and any other modes of transportation that the planning commission considers appropriate, all correlated with the population projections and the proposed land use element of the general plan; and

(iii) for cities, an estimate of the need for the development of additional moderate income housing within the city, and a plan to provide a realistic opportunity to meet estimated needs for

Torrey Town General Plan

additional moderate income housing if long-term projections for land use and development occur.

(NOTE: Utah Code 10-2-301(f) defines a municipality of less than 1,000 residents as a town, as opposed to a city. With a population around 200, Torrey would be considered a town and therefore exempt from preparing a moderate income housing plan. In the future, if annexations and population growth drive Torrey's population to over 1,000 citizens, the General Plan can be amended to include a moderate income housing plan as required by the code.)

(c) In drafting the land use element, the planning commission shall:

(i) identify and consider each agriculture protection area within the municipality; and

(ii) avoid proposing a use of land within an agriculture protection area that is inconsistent with or detrimental to the use of the land for agriculture.

(3) The proposed general plan may include:

(a) an environmental element that addresses:

(i) the protection, conservation, development, and use of natural resources, including the quality of air, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources; and

(ii) the reclamation of land, flood control, prevention and control of the pollution of streams and other waters, regulation of the use of land on hillsides, stream channels and other environmentally sensitive areas, the prevention, control, and correction of the erosion of soils, protection of watersheds and wetlands, and the mapping of known geologic hazards;

(b) a public services and facilities element showing general plans for sewage, water, waste disposal, drainage, public utilities, rights-of-way, easements, and facilities for them, police and fire protection, and other public services;

(c) a rehabilitation, redevelopment, and conservation element consisting of plans and programs for:

(i) historic preservation;

(ii) the diminution or elimination of blight; and

(iii) redevelopment of land, including housing sites, business and industrial sites, and public building sites;

(d) an economic element composed of appropriate studies and forecasts, as well as an economic development plan, which may include review of existing and projected municipal revenue and

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expenditures, revenue sources, identification of basic and secondary industry, primary and secondary market areas, employment, and retail sales activity;

(e) recommendations for implementing all or any portion of the general plan, including the use of land use ordinances, capital improvement plans, community development and promotion, and any other appropriate action;

(f) provisions addressing any of the matters listed in Subsection **10-9a-401**(2); and

(g) any other element the municipality considers appropriate.

Amended by Chapter 212, 2012 General Session

Appendix B – Torrey Town Annexation Policy Plan

A. General Annexation Criteria of Torrey Town

The Town of Torrey hereby adopts the following criteria for consideration of possible future annexations. This annexation policy declaration is intended to incorporate by reference all of the criteria required and suggested by Sections 10-2-401.5 et seq., Utah Code Annotated.

1. As part of its ongoing effort to plan and prepare for responsible growth, Torrey Town has identified territory adjacent to its present town boundaries that could at some time in the future be a part of Torrey Town. The area that is proposed for future annexation is not bordered by any other municipality. Areas to be annexed must fall within the areas designated for future annexation in the Annexation Policy Plan of Torrey Town and shown on the attached expansion area map. Even though property proposed for annexation is located within the annexation expansion area, there is no guarantee that the annexation request will be approved by Torrey Town.

It is also anticipated that Wayne County may not approve urban development within Torrey Town's proposed expansion area without notifying the Town of the proposed development. Torrey Town must consent or object in writing to the development plan within 90 days. Refer to code: 10-2-402.5 for all further procedural details.

2. The character of the community is mixed residential, commercial and agricultural. Areas to be annexed should be compatible with this character.

3. Areas to be annexed shall not be located within the incorporated limits of another incorporated city or be part of a previously filed annexation petition that has not been denied, accepted or approved.

4. When feasible, the Town favors annexation along the boundaries of water, sewer improvements or special service districts. The Town also favors:

(a) Eliminating and/or not creating islands and peninsulas of unincorporated territories.

(b) Consolidating overlapping functions of government.

(c) Promoting efficient delivery of services.

(d) Encouraging the equitable distribution of community resources and

Obligations

(e) Giving consideration to the tax consequences to property owners within the areas to be annexed, as well as the property owners within the municipality in order to prevent double taxation and to ascertain that the annexation will not be a tax liability to the taxpayers within the municipality.

5. The city does not favor the annexation of areas for which it does not have the capability to provide municipal services.

6. It is not Torrey Town's intent to annex territory for the sole purpose of acquiring revenue.

B. Procedures for Submission of an Annexation Request

The following steps reflect a general summary of the requirements and procedures for processing an annexation request in Torrey Town. More detailed instructions are found in the 2011 Edition of the Lieutenant Governor Code Book, pages 39-44.

1. A contact Sponsor files "a notice of intent" (this is not the petition to annex) to the Torrey Town Clerk and a copy of such is filed with the Wayne County Recorder.
2. Wayne County Recorder mails a notice of the proposed annexation to each property owner in the affected area. A copy of the notice, along with a certificate indicating that the notice has been mailed, is sent to the Torrey Town clerk.
3. After receiving the certificate from the county, Torrey Town must, upon a request from the Sponsor, who filed the notice of intent, provide an Annexation Petition.
4. The annexation petition accompanied by an annexation plat must be submitted to the Town Clerk by the applicant. Said petition shall:
 - a. contain the signature of the owners of the majority of the private Land areas (51%) within the area proposed for annexation and is equal in value to at least one-third (1/3) of the value of all private real property within the area proposed for annexation.
 - b. represent an area contiguous to the existing Town limits of Torrey and shown to be within the areas designated for annexation in the

annexation policy plan.

c. include an annexation plat map prepared by a surveyor licensed in the state of Utah. This plat map will be paid for by those who have signed the petition unless other funding is available.

d. designate up to five (5) of the signers of the petition as sponsors, one of whom shall be designated as the contact sponsor. Each sponsor's mailing address shall be included.

5. The Sponsor files the petition and map with the Torrey Town Clerk and the Wayne County Recorder. The county clerk will have a second licensed surveyor verify the plat map.
6. Under Utah State Law protests can only be filed by the County or other affected entities (School District and Special Service Districts).
7. Once approved, the town must publish a notice for three consecutive weeks.
8. Torrey Town will send the petition, map and an ordinance, that the Town Council has passed, stating that Torrey Town has approved the petition, to the Utah State Lieutenant Governor's Office for final approval.
9. The state approved petition and map must then be filed with the Wayne County Recorder's Office.

1. Extension of Needed Municipal Services in Developed and Developing Unincorporated Areas and Payment of the Same.

Listed here are the points related to extending municipal services:

1. In areas where municipal services are not presently extended, services will be extended on an as-needed basis at the cost of the developer. All extensions of municipal services must comply with all ordinance and policy criteria and will be paid for by the individual developer or property owner.
2. The annexation will allow developers of the annexed property access to culinary water, sewer and electric power service provided all developments meet Torrey Town specifications and ordinances. The manner in which these amenities are developed will have a bearing on how they will be financed. Property taxes and sales tax will contribute to the general fund to help defray the added expenses

the town may incur by annexing these properties. In summary, the newly annexed developing areas may be asked to finance the extension of needed municipal services, such as new utilities, streets, curb and gutters, sidewalks and other capital improvements as development occurs.

3. It is anticipated that Torrey Town will provide snow removal and street maintenance on deeded dedicated streets.
4. It is also anticipated that Wayne County will continue to provide:
 - a. Fire protection
 - b. Police protection
 - c. Garbage collection
5. Newly annexed residents may experience an increase in their property taxes because of the certified tax rates in the County and Torrey Town. The rate currently assessed on properties in the unincorporated county is 0.005689. Torrey Town's current property tax rate is 0.000172. The combined tax rate is 0.005861. The difference in annual property taxes for a property with a taxable value of a residential home of \$100,000 is an additional \$17.20 to newly annexed Torrey Town residences. This assumes that property tax rates in both Torrey Town and Wayne County remain unchanged. It is further anticipated that as newly annexed territory property taxes are received by the city, the city may increase the total level of services within the total community.

D. Conclusion:

As areas become more populated, demand for services increases. Once this policy plan is adopted and areas begin to develop, continual planning by Torrey Town will allow development to occur in an economical manner, since the homes, streets and other amenities will be developed in accord with Torrey Town specifications.

Appendix C – Analysis of 2013 Citizen Survey

Approximately 300 surveys were mailed with water bills. We received **90 responses**. Respondents were asked to indicate if they were town residents, water district but not town residents, or if they simply owned land in the water district. There were **30** responses from **town** residents and **50** from **water district/not town** residents and **10** from **landowners**.

The results were tabulated results for town and water district residents because to see if there are significant differences in how these two groups expressed priorities, interests, and values. This is important because as planning is considered and annexation proceeds, we need to know whether current town residents and potential/future town residents from outlying areas see their lives and needs in Torrey differently. Also there is a popular notion that there are big differences between our older long-term residents who tend to be located within town and newcomers who are more likely to live in the newer developed areas beyond Torrey's formal boundaries. Although survey results showed some differences between the two groups, the results were remarkably similar across both groups. **Clearly, whether we live right in town or just outside, we have far more in common than whatever differences we express.**

What do we share in common? Whether we live in or out of town **we place very high importance on Torrey's rural atmosphere, peace and quiet, scenic views, and our clear night sky.** Averaged values for these characteristics of life in Torrey ranged from 1.1 to 1.3 with virtually no difference between town and water district residents (remember, # 1 was "Most Important" and 5 was "Not Important" so the LOWER the average score, the more important). We **value our independence** with an average value of 1.6 for both groups. We also **value our fellow Torreyites** with a score of 1.7 for both town and water district residents. We **like to hike** (1.7 for town residents, 1.5 for water district residents). Hiking was clearly a favorite activity.

Neither group places great importance on **ATV trails** (3.0 for town, 3.8 water district) and **biking** also scores lower with both groups (2.8 for town, 2.9 for water district). **Hunting and fishing** scored 2.5 in town and 2.6 out of town. **Cultural activities** also scored in the mid-range for both groups, 2.6 in town and 2.4 out of town. It should be noted that despite the lower averages for these activities, a significant number of respondents value the opportunity to engage in these activities. Their interest is simply not shared by a majority as is the case with those aspects of the community's experience as listed above (peace and quiet, scenic views...).

Where do we differ? There were only two areas where there was a significant difference between in-town and out-of-town respondents. The in-town respondents value horse riding

more than water district residents, 2.8 was the average in town and 3.8 in the district. Town residents also value gardening more than district residents, 1.9 in town and an average of 2.9 outside. These two differences were the ONLY significant differences between the two groups and may simply reflect that some water district residents are part-time and cannot have gardens or keep horses and so those activities are not very relevant or even possible.

Open-ended questions at the end of the survey give respondents the chance to speak up about what they like and dislike. The responses, however, are harder to summarize and measure. Nevertheless, likes and dislikes came through loud and clear. **We like each other.** When asked what they liked most about Torrey, most respondents noted their appreciation of their friends, family, and neighbors. Also, **we clearly regard our town as a beautiful and mostly peaceful** place and we want to keep it that way. Our stately **trees**, the national **park**, the **starry skies**, and **grand vistas** were frequently listed as positive characteristics of living in Torrey.

There are aspects of life in Torrey we **don't like**. High on that list are **bright, glaring lights**. Fifteen respondents felt strongly enough about that to comment. The Saddlery was often cited specifically but also the "junction." Next on the "don't like" list are **yards with junk and trash**. Ten people mentioned that. Noise and dust from **ATV traffic** was the complaint of seven respondents and **barking dogs** were the complaint of six. Other complaints mentioned the wind and isolation from shopping and medical services.

It may be interesting to note that five respondents complained about "pushy" so-called "move-ins" and five others noted narrow-minded old-timers. That's about ten percent of the sample, a very small but perhaps vocal minority whose complaints about each other are contradicted by the survey that indicates that we agree closely on much more than we disagree.

Finally, respondents were asked what they hope to see in Torrey's future. Almost all comments said something like "keep what we have that we like." Several mentioned annexation. Remarks like "controlled growth" were common.

Written comments show a somewhat contradictory attitude toward planning. Some respondents encouraged planning because they see it as a tool for preserving Torrey the way it is today. Others clearly see planning as a means of changing Torrey and regard it as a threat. Oddly, both groups have the same aim – keeping Torrey the same – but differ about the means.

Conclusion: Planning for Torrey's future that is intended to preserve our rural atmosphere, a peaceful and quiet town environment, scenic views, and clear (dark) night skies will reflect the wishes of both current town residents and water district residents who may eventually be annexed into town. Torreyites enjoy the opportunities they have for outdoor recreation and we

generally like and respect each other. Whether we were born and raised here or moved in recently, what we value, what we like, and what we dislike have far more in common than not.

(Compiled and reported by Planning and Zoning Committee, August, 2013)

Appendix D – Results of 2013 Citizen Survey

TORREY PLANNING SURVEY RESULTS, 2013

Check one that most applies to you:

I am a resident within Torrey Town ___ **30 responses**

I am a resident within the Torrey Water District, but not “in town.” ___ **50 responses**

NOTE: In the results listed below, # 1 is “most important and #5 is “not important.” The lower the average score given, the more important it was to respondents. T stands for in-town residents, WD indicates the average for Water District residents who are not in town.

On a scale of 1 – 5, what is it about Torrey you most value? Please circle those numbers that apply:

Rural atmosphere 1 Very important)2)3)4)5 Not important) **T=1.2 WD=1.3**

Peace and quiet 1 Very important)2)3)4)5 Not important) **T=1.2 WD=1.2**

Night sky-stars 1 Very important)2)3)4)5 Not important) **T=1.4 WD=1.2**

Scenic views 1 Very important)2)3)4)5 Not important) **T=1.1 WD=1.1**

Nearby recreational opportunities (please check all that apply)

Hunting and Fishing 1 Very important)2)3)4)5) **T=2.5 WD=2.6**

ATV trails 1 Very important)2)3)4)5 Not important) **T=3.0 WD=3.8**

Horse riding 1 Very important)2)3)4)5 Not important) **T=2.8 WD=3.6**

Hiking 1 Very important)2)3)4)5 Not important) **T=1.8 WD=1.5**

Biking 1 Very important)2)3)4)5 Not important) **T=2.8 WD=2.9**

Independent and isolated environment 1 Very important)2)3)4)5) **T=1.6 WD=1.6**

Gardening 1 Very important)2)3)4)5 Not important) **T=1.9 WD=2.9**

My fellow Torreyites 1 Very important)2)3)4)5 Not important) **T=1.7 WD=1.7**

Cultural activities 1 Very important) 2) 3) 4) 5 Not important) T=2.6 WD=2.4

Appendix E – The History of Torrey

Only a few decades ago, Capitol Reef and the Waterpocket Fold country comprised one of the most remote corners of the “lower 48”. Easy road access came only with the construction of a paved Utah Highway 24 through the Fremont River Canyon in 1962.

The earliest traces of human activity date from the 9th century when Indian peoples occupied the flood plains and high ground near the few perennial watercourses. These people – called the Fremont Culture by archeologists - were contemporaries of the pueblo-building Anasazi of the Four Corners area but were less advanced. In the 13th century, all Indian cultures in this area underwent sudden change; the Fremont Indian settlements and fields were abandoned. No one is sure what happened to these Fremont hunter-farmers.

Not for several centuries did significant human activity reappear. When the first white explorers traveled in the vicinity of the Waterpocket Fold, both Utes and Southern Paiute nomads were encountered.

Despite the fact that numerous expeditions passed near Capitol Reef, such as Major John Wesley Powell’s group, none of them explored the Waterpocket Fold to any great extent. It was, as now, incredibly rugged and forbidding.

Following the Civil War, Mormon Church officials at Salt Lake City sought to establish “missions” in the remotest niches of the Intermountain West. In 1866, a quasi-military expedition of Mormons in pursuit of marauding Indians penetrated the high valleys to the west of Capitol Reef. In the 1870’s tiny communities sprung up along the life-sustaining Fremont River. Settlers moved into these valleys, eventually establishing Loa, Fremont, Lyman, Thurber, and Torrey.

Today Torrey is located on State Route 24 in Wayne County, Utah, eleven miles from Capitol Reef National Park and eighteen miles from Loa, the county seat.

The town was established in the 1880s by Mormon settlers, and was initially known as Youngtown, after John Willard Young. It is generally held to be named after Jay L. Torrey from Pittsfield, Illinois. Torrey was a member of the Wyoming legislature and when the Spanish-American War broke out in 1898, he achieved national attention by proposing the creation of three volunteer cavalry regiments, made up of cowboys and stockmen. Torrey was a commissioned colonel of the 2nd Regiment, the “Rocky Mountain Riders.” The 1st Regiment was known as the “Rough Riders” and included a young Teddy Roosevelt. Torrey’s national popularity at the time influenced the naming of this new community.

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The first white settler on Sand Creek was Peter Brown, who located three miles northwest of the present site of Torrey. In December, 1886, John William Young and George Drury Morrill moved into the present site of Torrey and these two settlers made ditches and conveyed the waters of Sand Creek to the present town site. The area had many names before it officially became Torrey, such as Poverty Flat, Bonita, Youngtown, Central, and Poplar.

The inhabitants in this district, generally being members of the Church of Jesus Christ of Latter-Day Saints and having increased in number, were organized as a branch of the Teasdale Ward in 1890. It was called the Sand Creek Branch, with Alma Darius Young as presiding elder. In September 1898, an independent branch was created and renamed "Torrey", with John C. Jacobs as presiding elder. He presided until December 14, 1899, when the members were organized as a separate ward with George H. Crosby as bishop.

Torrey was officially incorporated in 1934 with a population of 274. As of the census of 2000, there were 171 people, 73 households, and 50 families residing in the town. In 2010 there was a population of 182. The median income for a family was \$26,500.