

# INTRODUCTION



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# INTRODUCTION

## 1.1 About the General Plan

City governments are charged with protecting the needs and interests of their citizens, providing basic services, and ensuring the safety of all residents. Accordingly, most state governments have identified a planning process whereby municipalities engage in broad visioning exercises designed to produce goals and strategies to guide future development within the city. This process results in a document called a general plan. General plans typically guide development for 15 to 20 years, though they are reviewed more frequently.

Eureka City, in keeping with state law, set out to update its General Plan on July 1st, 2017. The six month-long process culminated in a vote by the Planning Commission and City Council to adopt the plan, which will serve as the premier planning document in the City for the next decade. The Eureka City General Plan reflects collaboration between several civic groups, including the Mayor and City Council, Planning Commission, City Staff, and a team of planning professionals from the Brigham Young University Department of Geography. The National Parks Service also supported this process through their Rivers, Trails, and Conservation Assistance Program. The Mayor and City Council, Planning Commission, and City Staff will be referred to as the “Executive Committee” in this General Plan.

### 1.1.1 State Law and the General Plan

The Municipal Land Use, Development, and Management Act (MLUDMA) requires all municipalities in Utah to complete a general plan every 10 years (10-9a-401 of the Utah State Code). Eureka City’s General Plan, last completed in 1996, expired in 2006, making the City ineligible for some forms of state funding.

According to Utah state law, all general plans must include the following components:

- Land Use
- Moderate Income Housing
- Transportation

In order to better serve their constituents, communities are permitted by the State of Utah to include additional components. Eureka City identified the following elements in the 2017 version of its General Plan:

- Annexation
- Community Vision
- Economic Development
- Environment
- Historic Preservation
- Public Facilities
- Recreation and Trails



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Eureka City's General Plan also features an expanded housing section, which focuses on providing adequate housing for all sectors of the population.

These elements, identified as "chapters" in the General Plan, represent a handful of issues, institutions, and ideas most important to Eureka City and its residents. The purpose of each chapter is described briefly below:

**Community Vision.** Establishes the direction Eureka will take and provides a framework for getting there. This chapter seeks to answer the question, "Where does Eureka want to be 20 years from now?"

**Historic Preservation.** Responds to a unique appreciation for cultural heritage within the community. An overwhelming majority of residents feel that historic preservation is important to maintaining the community's character. This chapter provides goals for retaining Eureka's unique historical character.

**Land Use.** Offers strategies for developing land in a manner that complements existing uses. This chapter addresses the interaction between commercial, residential, industrial, and special land uses, and seeks to provide a template for responsible development.

**Housing.** Looks at housing options for all sectors of Eureka's population, including the moderate income housing element

as required by state law. This chapter includes goals for providing greater variety in housing within the community.

**Economic Development.** Generates goals and strategies for attracting economic development in Eureka, (particularly retail development). This chapter includes detailed analysis of current economic conditions in Eureka.

**Transportation.** Provides goals for responding to Eureka's transportation needs over the next 20 years. This chapter includes an assessment of Eureka's existing transportation infrastructure.

**Public Facilities.** Contains goals and strategies related to Eureka's public facilities, including parks, water treatment facilities, electrical services, and police and fire stations, among others. This chapter provides level-of-service estimates for public facilities through the next 20 years.

**Recreation and Trails.** Identifies current recreational opportunities in Eureka and the surrounding areas. This chapter delineates current motorized and non-motorized trail systems, potential recreation improvements, and new facilities, trails, and opportunities residents would like to see developed in Eureka both to improve local quality of life and improve Eureka as a regional recreation destination.

**Environment.** Includes information about environmental hazards which Eureka should be sensitive to as it grows. This





chapter contains goals designed to keep Eureka a beautiful and safe community.

**Annexation.** Provides a strategic look at annexing land outside City boundaries, which may be necessary as the community continues to grow. This chapter responds to community input identifying ideal areas for annexation.

Although each element is specific in focus, they are intended to work as a coordinated system. Specific recommendations are provided at the conclusion of each element as a series of Goals, Policies, and Implementation Strategies to help guide future growth and change.

In order to ensure the General Plan Update accurately represents the anticipated future, a comprehensive public involvement process was utilized to capture their ideas and future vision. This information was accompanied by key demographic conditions.

## 1.1.2 Planning History

Planning is a process, not an event. It is an ongoing process of evaluating what has been done, what is being done, and mak-



ing appropriate changes to accomplish desired objectives according to the General Plan.

Eureka City's 1996 General Plan identified an assortment of critical issues facing the community, including:

1. Development in these areas:
  - The presence of known geological fault lines
  - Sensitivity of soils and steepness of slopes in foothills surrounding Eureka City
  - The presence of sensitive soils and mining areas within the City
  - The presence of natural hazards
2. The further beautification of Eureka's Main Street, support for improved planning, and strict enforcement of zoning and subdivision regulations which promote controlled and well-planned growth within Eureka City.
3. Improving city streets, upgrading parks and recreational opportunities, and improving library services.
4. Obtaining natural gas services.





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5. Improving recreational facilities and services.
6. Hiring a resident Peace Officer who will assist with emergencies and help citizens obey the law, promote conciliation, compliance, and peaceful resolution of disputes and difficulties.
7. Regulating growth in ways that serve to preserve the unique history and heritage of Eureka City, including known historical buildings and residential dwellings.
8. Restoring and refurbishing older structures, as well as the maintenance of the historic character of the City
9. Encouraging a variety of housing that will allow persons with moderate incomes to benefit from and to fully participate in all aspects of neighborhood and community life.

Some issues are works in progress and others will be pursued by the City indefinitely, such as providing safe, well-maintained streets.

Planning is more a process than an event, so the 1996 General Plan was reviewed occasionally and adjusted according to the needs of the community. Now that the 1996 General Plan has outlived its era of usefulness, this current General Plan will help to accomplish current goals and objectives in the City.

## 1.1.3 Process

Eureka's General Plan was completed with great effort on the part of a number of residents and participants over the course of several months. The General Plan Executive Committee was created to generate ideas and offer feedback in tandem with input provided by the Mayor, City Council, Planning Commission, and City Staff. This General Plan embodies the combined vision of this group, as well as the general public, collected through meetings, email and telephone communication during Fall 2017. Two meetings were conducted with the Mayor to kick-off the General Plan Update, followed by two meetings with the Executive Committee to outline the process of





the Plan and receive input and a community vision. Afterwards, two meetings were conducted with the public to receive additional input, draft goals, and conduct SWOT

(strengths, weakness, opportunities, threats) analyses for each Element.

The General Plan Executive Committee was charged with the bulk of the work related to updating the Plan, but broader input was sought through a community survey distributed to homes on November 10th, 2017. A summary of survey results is included in Appendix B. Survey results largely corroborated goals and strategies generated by members of the Executive Committee.

Included within the General Plan is a series of maps, charts, and tables, which were constructed using data provided by Eureka City Staff and others. These figures reflect current conditions in Eureka and, in some instances, anticipate future land use, infrastructure development, and population characteristics.

## 1.1.4 Organization

Each chapter of the General Plan typically includes three components: background information, goals and strategies, and associated maps. The end of the General Plan includes two appendices. Appendix A contains methods for implementing specific professional guidelines. Appendix B contains results from the community survey conducted on November 10, 2017 and feedback from members of the General Plan Executive Committee.

The primary focus of the Eureka City General Plan is the goals and objectives identified

at the end of each chapter as well as those maps which provide direction for future development. Any other background text, illustrations, and maps are intended to support the goals, strategies, and future-oriented maps of the General Plan.

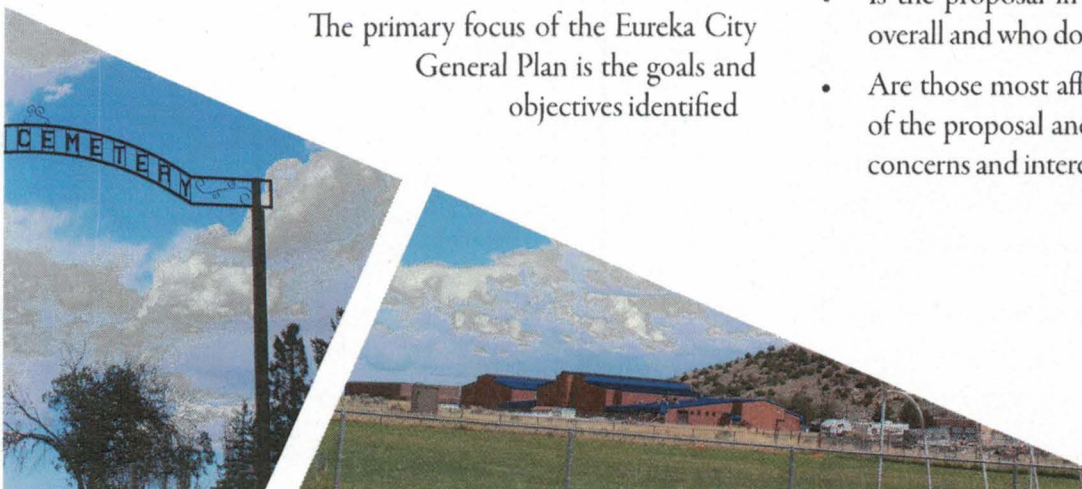
## 1.1.5 Implementation

This document will be ineffective if there is no deliberate effort on the part of the Mayor, City Council, and Planning Commission to implement the goals and strategies delineated in the General Plan. Accordingly, each chapter within the Plan is structured to include an implementation element for each goal and strategy. This element identifies which institutions are responsible for implementing the goals and strategies of the Plan.

## 1.1.6 Amending the General Plan

Necessary updates to the General Plan may be made through a process of amending, as outlined in 10-9a-404 of the Utah State Code. When deliberating changes to the General Plan, these questions ought to be considered:

- Is there a mistake in the General Plan which needs to be corrected?
- If no mistake was made, what specific changes have occurred that justify amending the General Plan?
- How does the proposed change affect the community's understanding or perception of the General Plan?
- Is the proposal in the best interest of the community overall and who does it benefit?
- Are those most affected by the proposed change aware of the proposal and given an opportunity to share their concerns and interests?







## 1.2 Historical Sketch

Eureka originally began as a small mining camp called Ruby Hollow. The camp was created to host individuals coming to the area to utilize the multiple mines in the Tintic Mountain areas - including the Chief mine. As more people came to the camp to take advantage of the rich mining opportunities the area offered, the camp was developed into a town.

In 1869, the Tintic Mining District financial center was established. The Tintic Mining district, located in both Utah and Juab counties, was known for the abundant amount of gold and silver in the various mines that scattered the mountains. In 1892, the large influx of miners and their families allowed for Ruby Hollow to be incorporated as a city. With the change from a town to a city, the citizens decided to change the name of the city from Ruby hollow to Eureka.

Eureka thrived as a city in the early 1900's - including hosting the second JCPenny store, then known as the Golden Rule

Store, and Amelia Earhart during her flight across the Atlantic. Earhart landed in Eureka when her plane took a slight turn for the worse during her flight. She stayed in Eureka as she waited for a part for her plane to come in from Salt Lake City.

In 1910, Eureka was the ninth largest city in the State of Utah. However, as the recessions hit, the area declined. By 1957, many of the mines had dried up, eliminating many of the jobs in the area and forcing many of the residents to move. Despite this, in 1979, due to its rich historical precedence, Eureka was placed on the National Register of Historic Places as part of the Tintic Mining District Resource Area.

Eureka has continued to stay as a historic mining-town. The citizens of the town remain proud of the rich mining heritage the town has to offer. This pride is represented through the great supply of the original homes and buildings that remain throughout the town.



## 1.3 Demographics

Eureka began as a small mining camp, housing some 122 individuals, called Ruby Hollow. By 1892, the population had grown by 1,320.5% to 1,733 and Ruby Hollow was incorporated as Eureka City. Like many mining towns found throughout Utah, Eureka experienced significant population growth into the early 1900's, peaking at 3,608 in 1920. However, with a decline in the mining industry and production, the population of the City eventually declined to a population of 771 in 1960, which constituted nearly a 70% population decline over the 50-year period. From 1960 to 1990, this negative trend continued. The 1990's brought considerable growth of nearly 30% (from 562 to 766 residents) for the 10-year period.

Eureka City is located in Juab County and makes up 6.6% of the county's total population. Population growth for Juab County and its constituent communities from 2000-2010 can be seen in Appendix A.

According to the 2010 decennial Census conducted by the United States Census Bureau, Eureka City's population had reached 669 which represents a -12.7% decrease from 2000. This declining growth rate is considerably smaller than Juab County's 24.4% growth. Both Eureka City and Juab County have lower growth rates than neighboring Utah County, which has an average annual growth rate of 4.2%. However, Utah County has one of the most rapid growth rates in the nation, and Juab County is still experiencing higher than average growth rates compared to the national average growth rate over the past 10 years of .97%. By comparison, Millard County (located immediately west of Juab County) grew at an average annual rate of only .08% from 2000-2010. The state of Utah as a whole has experienced rapid growth, averaging an annual growth rate of 2.38% from 2000-2010.





2000 Population Pyramid fo Eureka City

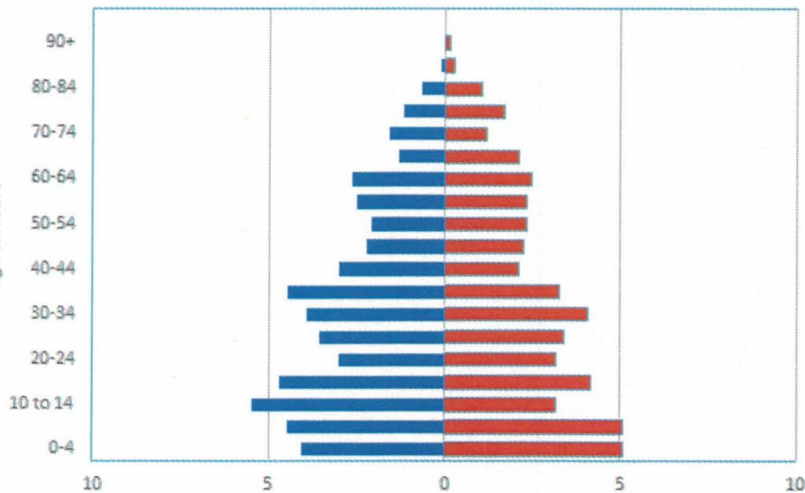


Figure 1.1 2000 Population Pyramid

2010 Population pyramid for Eureka City

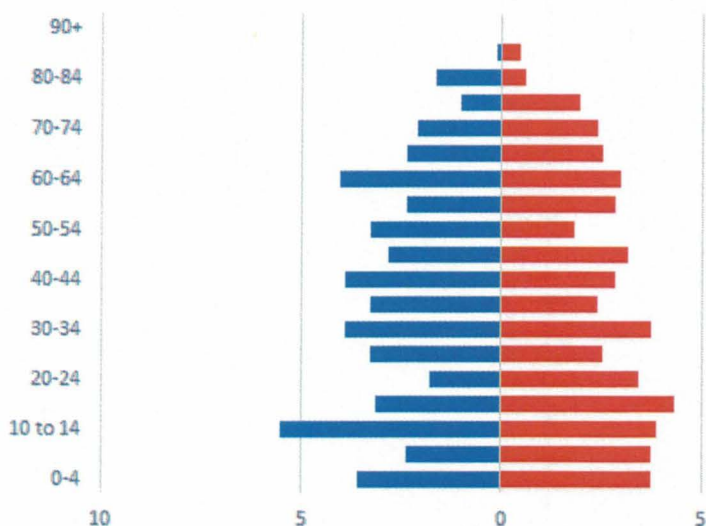


Figure 1.2 2010 Population Pyramid

## 1.3.1 Population Characteristics

According to the American Community Survey, Eureka had a total population of 692 in 2015. The characteristics of the population are significant because they provide a basic projection of the amount of service that the City needs to provide.

## 1.3.2 Age

According to the Census 2010 data, Eureka City had a median age of 37.5, which is much higher than the state median of 29.2, but fairly similar to the national median age of 37.2. Eureka's male population is slightly higher than the female population. A graphical breakdown of Eureka's population by age and sex can be seen in Figure 1.1 for 2000 and Figure 1.2 for 2010.

It should be noted that in both charts the largest age groups in Eureka's population are located near the bottom. This means Eureka has had a large population under the age of 19 across both decades, though percentage of people in the youngest two cohorts - under 10 years - dropped in 2010. The decline in population between the ages of 19 and 29 years in both charts suggests an out-migration of these individuals to pursue higher education or find employment opportunities outside the community. This trend intensifies from 2000 to 2010, with residents in the 20-24 age cohort making up even less of Eureka's population than they did in 2000. Meanwhile, older age groups (especially those between 55 and 85) stayed nearly the same in population between 2000 and 2010, signifying a likelihood of nearly-retired and retired individuals to stay in the City. Keeping these observations in mind, it appears





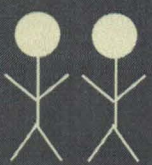
the majority of Eureka's population is composed of middle-aged families and retired individuals. As seen in Figure 12.8 of Appendix A, 23% of the City's population is currently school-aged (ages 5-19), while 15% of the population is 65 or older (slightly higher than the state and county levels). Despite the large amounts of Eureka residents in these age groups, Eureka's potential workforce (55% of the population) is still proportionally similar to those of the county and state as a whole (50% and 56% respectively). Addressing the needs and issues specific to the larger age groups in Eureka City (e.g. school-aged children and retired adults) is important, in terms of schools, city programs, facilities, and other identified needs.

### 1.3.3 Education

The percentage of residents in Eureka with a high school diploma is higher than the state as a whole, while the percentage with a bachelor's degree is much lower than the state figure (7.1% and 19.3% respectively). Education attainment has overall implications for household income and economic development. It is important Eureka City work with local educational institutions to ensure opportunities for training to meet the employment needs for existing and new businesses (Figure 12.7 of Appendix A).

### 1.3.4 Household Size

Eureka's average household and family sizes are smaller than that of the state and nation. According to the U.S. Census, from 2000-2010 the City's household size slightly decreased from 2.78 to 2.21, which reflects the state and national trend. These trends in household size are important for contractors and developers in determining the housing market and how best to meet these needs (Figure 12.4 of Appendix A).

Household Size:  
2.21 



## 1.3.5 Income

The median household income in Eureka is \$46,250. This is slightly lower than the state and national median income of \$60,727 and \$55,775, respectively. There are relatively few Eureka households earning less than \$15,000 or more than \$100,000 a year when compared to the distribution of state and county incomes (see Figure 12.6 of Appendix A). The median income is used to help determine the need for Eureka City's moderate and low income housing.

## 1.3.6 Population Projections

Population projections predict future population counts based on the observed trends from past Census data. These projections are used by both the private and public sectors in a number of ways. The private sector uses projections to help determine the needs and locations for new industrial and commercial facilities and for anticipating new markets. As the majority of housing is provided by the private sector, projections are helpful in determining housing needs. In the public sector, agencies use projections to determine future demand for water, sewer, power, and other infrastructure,

along with public safety, park space, and other city services. They are also important for school districts in determining school boundaries and the need for new facilities. Anticipating these needs helps city officers and other public decision makers work toward ensuring an acceptable quality of life. It is important to remember that projections are susceptible to change based on certain unforeseeable events such as changes in the economy or natural or human-caused catastrophes.

These projections used population counts from the 1990, 2000, and 2010 U.S. Censuses to predict the future populations of Eureka City, Juab County, and the State of Utah for 2020-2050. The following calculations are based off of the population growth trends from 1990-2010. Population data for the City, county, and state were found to follow a linear trend more closely than a geometric or exponential curve. Eureka is estimated to grow at 6.3% of 2010 census (44 people) every 10 years if this trend continues, about 1.0% per year (see Figure 1.3). Juab County is estimated to grow at 14.4% of 2010 Census (1,475 people) every 10 years if trends continue, which is about 1.4% per year. The State of Utah is estimated to grow at 12.6% of 2010 census (347,012 people) every 10 years if trends continue, or about 1.3% per year. Over the past three Censuses, Eureka has been growing at a slower

rate than both the county and state, while Juab County has been growing faster than the state average. According to U.S. Census data and linear population forecasts, Juab County is expected to grow by 2,281 by 2030; Eureka has a distinct opportunity to draw in a part of that population and economic growth. Data used for these population projections can be seen in Figure 12.5 of Appendix A).

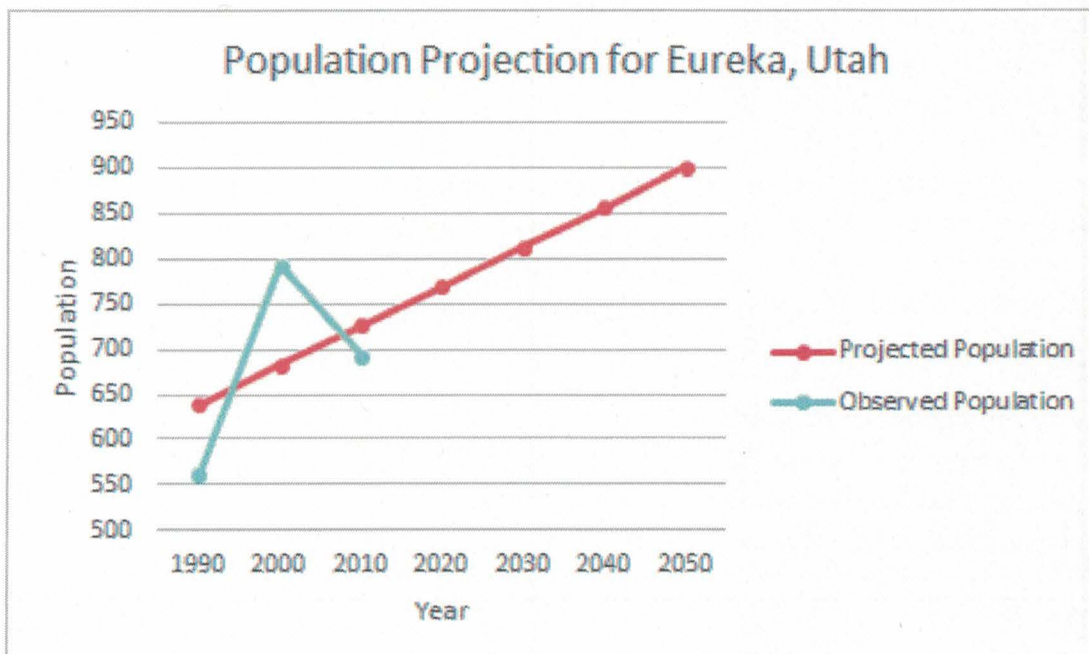


Figure 1.3 2010 Population Projection



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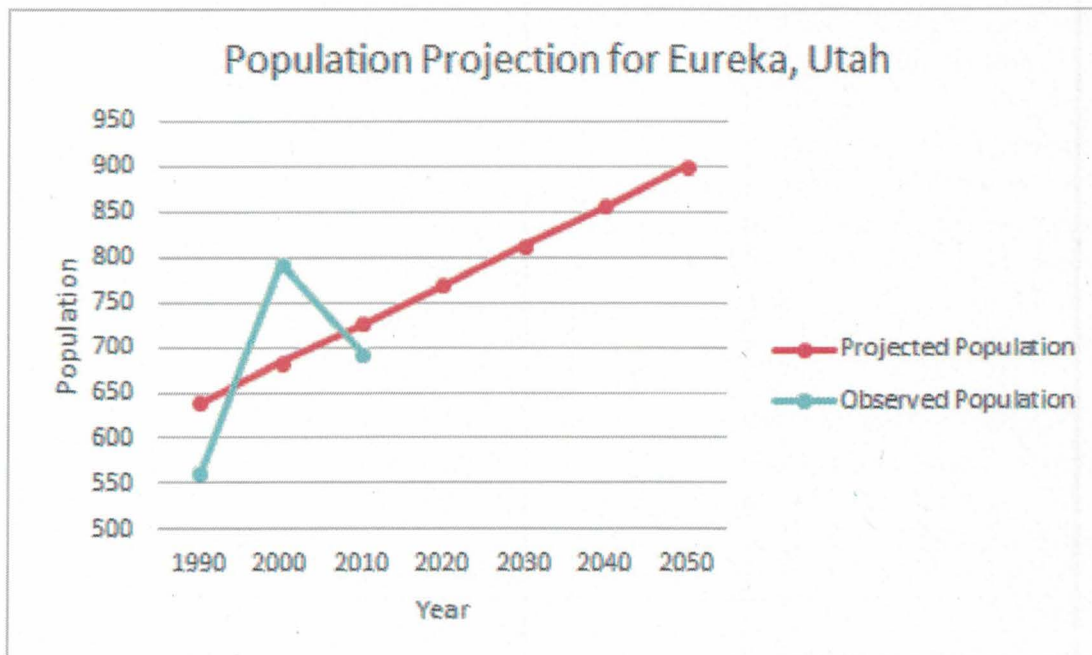


Figure 1.3 2010 Population Projection