

**WILLARD CITY LAND USE ORDINANCE
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**TITLE 12.
WILLARD CITY LAND USE ORDINANCE**

CHAPTER 12-000. GENERAL PLAN

Part 12-001. Introduction and Background

(1) The Willard General Plan is designed to be a decision making tool as well as a general master plan for guiding future growth and development in Willard City. It provides an officially adopted guide to future development for the City Council, Planning Commission, Board of Adjustment and other concerned governmental entities, committees, residents, property owners, business people and others interested in the future of Willard City. This General Plan updates the Willard Master Plan which was adopted in 1989 and has been in effect since that time. The General Plan updates, guides, builds on and ties together several other plans or projects that have been completed or are being completed, including:

(a) The Willard City General Plan (Formerly called Willard City Master Plan) and associated maps:

Land Use Map

Road Master Plan Map

Environmental Sensitivity Map

(b). The Willard City Zoning Ordinance Zoning Districts Map

(c). The Willard City Subdivision Ordinance

(d). The Wastewater Facilities Management and Financial Plan Special Service District

(e). The FEMA Flood Hazard and Flood Insurance Rate Map

(f). The Willard City Water System Master Plan (PLANNED)

While some of these studies and documents have focused on specific problems and concerns, they all share a common thread or relationship to land use planning in Willard City and all play a valuable roll.

The Willard City General Plan uses not only the technical results of these studies, but also the ideas and criticisms that surfaced in the development of these plans and studies. A great deal of work has been performed by the City Council and Planning Commission during recent years, along with public input, to shape this General Plan. These efforts and comments have been shaped into a series of goals, objectives and policies which reflect the direction of the City officials, citizens and development interests. These goals are the ends the City would like to attain, the objectives begin to detail the means to the goals, and the policies show how the objectives may be achieved or implemented and/or when they should be implemented. The goals and objectives are intentionally general in nature in order to allow the flexibility of several different methods (policies) of achieving them.

Implementation strategies will be developed, as appropriate, to outline specific steps that may be taken to achieve the objectives of the General Plan. In some cases, the implementation strategies will suggest additional steps that need to be taken to more clearly define objectives and/or the

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steps to reach the objectives. This document is intended to be a guide to the Planning Commission and City Council as they implement specific ordinances and make decisions to implement the goals of this plan.

This plan is organized into twelve elements or subject areas, as well as a general section addressing items of overall community importance and this introduction. The Land Use Map of the General Plan is the focus of this planning effort. It shows the development character that the City leaders wish the City to assume. No attempt has been made to establish a date by which the plan area is to be built-out. Rather, the sequencing of development must occur logically to eliminate the additional costs of public facilities to the community which accompany leap-frog or disorderly and aggressive development. Controls must be instituted to insure new development projects adhere to accepted standards, are contiguous with similar zones, and pay the costs on public facilities.

It is important to understand the relationship of the General Plan to the Land Use Map and the Zoning Ordinance. While similar, they are not the same. The General Plan provides a general direction in terms of land use the City hopes to achieve over time. It has been developed with an eye toward the future rather than for the purpose of current regulation. On the other hand, the Land Use map and the Road Master Plan Map have been adopted to guide future re-zone and development requests. Following these maps will allow the city landowners to make realistic, long-term plans. It is anticipated however, that the Zoning Districts Map and the Zoning Ordinance will be adapted or revised in conjunction with the implementation of this General Plan to help codify the objectives and policies of this plan. The Zoning Ordinance and Zoning Districts Map may need further revisions and/or additional ordinances to achieve the full intent of this General Plan over time, but this continuing process of refinement and improvement to City codes is proper and desirable to ultimately achieve the goals of this General Plan. The General Plan needs to be a visionary document which provides guidance for decision making. It should not only anticipate the future direction of development, but also provide a framework which can be used to evaluate options and make consistent decisions on situations which are not anticipated. This framework should also be improved upon in the future as conditions change and the City goals may be modified. A dynamic General Plan that can be modified or added to is usually desirable.

~~The citizen comments received during this process, as well as relevant comments from meetings on other planning related subjects form an integral part of this plan. As small as Willard is, it is a City of much community involvement and spirit, and the citizens always get involved and turn out in mass to any meeting held to discuss the existing and future quality of life we now enjoy and hope to continue to enjoy in the City of Willard.~~

12-002 Overall City Vision and Goal

~~(1) Willard City is a community rooted in a deep seated work ethic, an ethic brought to the Willard area by ranchers and farmers over one hundred years ago. That pioneer spirit has carried through to the present and is what makes Willard such a pleasant place to live and work. Willard~~

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is a beautiful place to live, but the people and community spirit are what give this small rural community its character. “It would be nice if the gates were closed twenty years ago”, is a statement spoken often by many of the “old timers” in the City. But the reality is, people will continue to come. They will come for a time, to just enjoy what was created by these “Willard Pioneers”. After a while however, they will just come.

Willard has experienced little to moderate growth since its meager beginnings in 1851, when it was known as Willow Creek. Recent development pressures in Utah, especially along the Wasatch front, are being reflected by Willard City. The City’s response must be to control the growth as much as possible to avoid exceeding the city’s infrastructure and to protect the beauty of the City and its values.

As we develop we become more of a “bedroom” community. This “bedroom” type growth impacts public services severely and does not traditionally pay for its fair share of the public service needed by the development. These problems are amplified even more so in Willard’s situation, a long time small rural community faced with the prospects of becoming an urban community in the next 10 to 20 years.

The rapid new growth also brings with it higher property values, thus inflating artificially the taxes on long time residents. Higher property values and costs of development can attract even more upper and upper middle class to the rural farm region and may intensify socio-economic differences between different classes of wage earners. Over time the new residents will demand public services more in line with the services they received in their previous abode. Many long-time residents of Willard would be very satisfied with simple and cost efficient services, or services more in line with what was available as they grew up.

It is no wonder then that the overall goal or vision of this General Plan is to preserve that natural and rural farm community or spirit. Preserving also, the accompanying open space, clean air and clean water that our families enjoy for as long as possible.

Willard City was founded in 1851, then known as Willow Creek, and has a history deep-rooted in the work ethic set by the pioneers, ranchers, and farmers of its past. Willard City seeks to encourage, and focus on protecting, the interests of its traditional rural setting and natural assets while also regulating growth in residential, commercial and manufacturing/industrial areas. The city also seeks to encourage future developments that will have a positive impact on residents, business owners and city interests in order to maintain Willard’s high standard of living.

GOAL:

The Willard City General Plan goal or vision could be summarized as follows:

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THE WILLARD CITY GENERAL PLAN WILL GUIDE FUTURE DEVELOPMENT FOR ORGANIZED GROWTH AND WILL ENSURE THAT THERE WILL BE ADEQUATE PUBLIC FACILITIES AND SERVICES. MOST IMPORTANTLY, THE IMPACTS OF GROWTH WILL BE HANDLED IN A WAY THAT SEEKS AS ITS PRIME GOAL TO PRESERVE THE RURAL AGRICULTURAL QUALITY OF LIFE, PRESERVATION OF ITS NATURAL RESOURCES, AND ENHANCEMENT OF ITS COMMUNITY PRIDE

~~AND VALUES. THE PLAN WILL ALSO PROVIDE TO THE BEST OF ITS ABILITY THAT THE VERY PEOPLE THAT HAVE INVESTED THEIR TIME, SWEAT, AND MONEY TO MAKE A CHOICE PLACE TO LIVE, WILL NOT HAVE TO CARRY THE GROWTH BURDENS OR PAY FOR THE IMPACTS OF NEW GROWTH.~~

WHILE STILL BEING CONDUCTIVE AND ENCOURAGING TO RESIDENTIAL AND COMMERCIAL GROWTH.

(2) Implementation Objectives

(a) Revision and Amendment of City Ordinances

Willard City zoning and development ordinances and maps should be revised, updated and/or amended to reflect the General Plan's goals and intentions. Rural and some Urban design issues should be addressed in and enforced through these ordinances. Other Willard City ordinances and policies should be revised, adopted or amended based on the General Plan goals and policies. This General Plan should specify policies to fulfill the spirit of the goals and objectives listed herein.

(b) Annexation and Re-zoning

All requests for re-zoning or annexation should be considered in light of the land use goals and policies of this General Plan. If land proposed to be annexed cannot blend into and enhance these Plan objectives, it should not be considered for annexation. Land within Willard should be re-zoned to conform to this General Plan and its Land Use Map so that all new development projects can be subject to it and benefit thereby Annexation will be governed by the Annexation Policy Plan adopted as an amendment to this General Plan (See Appendix A.)

(c) Capitol Improvements

Capitol improvements for public services and facilities should be planned and developed in a way that is closely tied to this General Plan's goals and policies. Construction of utility infrastructure, municipal buildings, schools and related facilities, parks, roads, and drainage systems, should follow the guidelines of this General Plan.

12-003 Amendments to Plan

(1) **OBJECTIVE** - Because this General Plan is to be used to guide development according to the aspirations and needs of the community, the viability of the plan rests in its adaptability to changing conditions. The process by which the General Plan, Environmental Sensitivity Map, Road Master Plan, and Land Use Map may be amended will help ensure the zoning decisions and plan objectives and policies are based on adequate research and input rather than on special interest or expediency. The amendment process is set forth in the following goal, objectives and policy statements.

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GOAL:

TO ENSURE THAT THE WILLARD GENERAL PLAN IS ADAPTABLE AND RESPONSIVE TO THE GOALS AND VALUES OF THE WILLARD CITY COMMUNITY.

(2) OBJECTIVE -Encourage the regular review, update and refinement of the General Plan.

(a) Policy - Require the overall evaluation and update of the City's General Plan ~~on a regular basis~~ **at least every five (5) years.**

(b) Policy - Allow General Plan revisions through addition, or amendment, either deletion or change.

(c) Policy - The process for orderly review and update of the General Plan will be as follows:

- Application is received by the Planning Commission staff, identifying the section of the General Plan for which the amendment(s) are sought.
- Relevant data is collected and analyzed by the Planning Commission and staff.
- Data is presented to the Planning Commission. The findings are then studied by the Planning Commission.
- The Planning Commission will conduct a public hearing to receive comments on the proposed amendments or additions
- The Planning Commission will make a formal recommendation to the City Council.
- The City Council will conduct a public hearing to receive additional comments on the proposed amendments or additions. Following the public hearing, the City Council can, through formal adoption either (1) allow/deny addition(s), and/or (2) allow/deny amendment(s) to the Willard City General Plan.

(3) Objective -Encourage and foster continued citizen participation and input on all civic issues

(a) Policy - Implement a program of community awareness, preferably through a newsletter or flyer attached to water/sewer bills.

(b) Policy - Publicize the goals and concepts of the Willard City General Plan and make the plan readily available to the public.

12-004 Basic Public Services

The main challenge in dealing with any growth and development is to ensure that adequate public services and facilities are in place prior to completion of the development. These services presently include, fire and police protection, water, **sewer**, roads, parking, street lighting, snow

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plowing and storm drainage, schools and school bus services, pedestrian access ways, parks, and recreation facilities. Planning and zoning as well as City Administrative services are also necessary including participation in flood control. Additional services provided by others include; sewer, ambulance, power, telephone, cable television, and natural gas. Care must always be taken so that the rate of development does not exceed the capacities of the entities which provide the services.

GOAL:

PROMOTE AND ENCOURAGE EXPANSION AND DEVELOPMENT OF PUBLIC SERVICE FACILITIES AND INFRASTRUCTURE WITHIN THE WILLARD AREA THAT WILL SUPPORT FIRST THE EXISTING RESIDENTS AND BUSINESSES SAFELY, AND SECONDLY, THE PLANNED GROWTH OF THE COMMUNITY. ALSO TO ENCOURAGE FUTURE PATTERNS OF DEVELOPMENT AND LAND USE THAT REDUCE THE INFRASTRUCTURE CONSTRUCTION COST AND OPERATION AND MAKE EFFICIENT USE OF EXISTING OR PLANNED FACILITIES.

(1) Objective- Require development to be timed and sequenced in a manner consistent with the capacity of available public services and facilities.

(a) Policy -All development, including all of its future phases, must ensure that all services required for the development are in place or constructed concurrently with the project. All required service must be active by completion of the development. Procedures are to be outlined in the Zoning Ordinance.

(b) Policy- All on-site and/or off-site improvements must be completed satisfactorily and on schedule and adequate guarantees must be in place before the final plat(s) are approved by the City.

(2) Objective - Require new development to study the infrastructure impacts on the public facilities that would result from the increased burden on the services by the development.

(a) Policy- A detailed public infrastructure review and study process that the developers of new projects must perform is to be included in the Zoning Ordinance. A review process by the providers of impacted public services will also be required.

(b) Policy- Refine the development review process in the Zoning Ordinance so that the availability of services is a major consideration for permitted as well as conditional and discretionary uses of land or developments

(3) Objective -Require each development to pay all costs of the impacts created by, or public facilities required for, the development.

(a) Policy- All on-site public infrastructure and related facilities required by a development will be constructed to meet City standards and specifications and paid for by the developer.

(b) Policy - All off-site public facilities required exclusively to achieve capacity, or supply for the new development will be paid for by the developer through impact fees or special assessments.

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(c) Policy - A fee resolution or ordinance will be developed by the City to pay for costs associated with review, outside planning, engineering, planning and zoning, conditional use permits and other planning-related costs, copies of codes and general plans. Also impact and development fees for water, sewer, public safety, roads, other infrastructure and schools may also be included and adopted.

(d) Policy - Involve interested and effected agencies in the City review process for new developments. These agencies should be on a sign-off list or on a signature block on any plats to ensure that they have enough data to plan for required improvements to their service(s).

(4) Objective - Require developers and/or public service providers to attain adequate capacity to serve the community through planned capital improvement programs.

(a) Policy - Develop a City capital improvement plan **for each of the following** water, sewer, storm sewer, roads, parks and recreational facilities. Establish detailed criteria, service priorities and responsibilities for establishing and implementing the programs. Use these plans as a device to formulate and regulate impact fees, and improvement standards for new developments.

(b) Policy - Build closer working relationships between the various entities that provide services to the Willard area to ensure that their service capabilities match the City's growth expectations. A full range of services, including education, police, and health should be considered.

(c) Policy - Work with other service providers, including the Box Elder School District, Fire District and Box Elder County to facilitate the collection and distribution of impact fees for their respective services. Work with them in planning as well as implementation of their services to better serve existing and future customers of the City.

(d) Policy - Coordinate with service entities to develop long-range plans for the sequencing of development so that development is not allowed to **become** ~~create a patchwork or island(s) of service facilities that are~~ inefficient and expensive to service or operate.

(5) Objective -Create a City Water Master Plan and a Wastewater Management Plan to meet future city growth.

(a) Policy - Prioritize and ~~begin~~ **create a ten (10) year** capital improvement ~~plans~~ **goals for for the next ten years to develop** the Water Master Plan and Wastewater Management Plan. Improvements should be accomplished as needed currently and by future needs on a schedule that would not overburden existing customers of City services.

(b) Policy - On an annual basis, review and update, if necessary, the water and sewer fee resolutions to keep up with current and future growth demands as well as new water quality regulations.

(6) Objective - Design services so they do not create a heavy operational and financial burden on the City, either currently or in the future.

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(a) Policy - All development projects, including individual structures on any current lot of record must pay for the total cost of required extensions of water and/or sewer services to their project, regardless of the distance required. Such extensions may include pipelines, valves, fire hydrants, pressure regulation valves, pumping or boosting facilities, manholes, vaults, clean-outs, and storage systems if needed. All facilities must be built to City standards and specifications and guaranteed as per current City codes. The costs of these extensions are in addition to any impact fees required for the development. Impact fees go toward developing general City infrastructure impacted by growth.

The owner and/or installer of the facilities may enter into “aid to construction” agreements with the City, if the City decides that they need to participate (at the City’s discretion) and upgrade the size or capacity beyond that needed for the project and its locale. This enlargement would be for future service areas or capacities, and the City would pay the costs of the added capacity as per the agreement. The minimum sizing of the system must however meet the current City standards for that area.

The City and the developer may also enter into agreements to recoup the cost of proportionate shares of the improvements as connections are made to the extension by future growth. The developer or the City or a combination of the two, depending on which entity(s) paid for the improvements, may enter into the agreement. The recovery period shall not exceed seven years and only future connections, between the last termination of the City facilities and the end of the new extensions may be recovered.

(7) Objective - Coordinate with Box Elder County Officials to ensure that growth around Willard City occurs in a manner which allows the phased extension of services so that the creation of overlapping service districts and inefficient delivery of services is avoided.

(a) Policy -Enter into an inter-local agreement with the County to ensure that developments around the City meet the intentions or objectives of this General Plan and will not jeopardize the servicing of City residents in the future.

12-005 Land Use Element

The land uses and intensities at which various uses are developed and managed are the most visible elements of a General Plan. Willard’s mountainous geography, steep hills, wet lands, and rural terrain impose natural constraints on the location of activities. Development must be undertaken in a careful manner in order to not destroy the natural features which are used and enjoyed by the rural community and residential community alike.

GOAL:

~~ENCOURAGE CENTER OF CITY OUTWARD DEVELOPMENT WITH A RESPONSIVE GROWTH MANAGEMENT PROGRAM THAT PRESERVES THE RURAL SETTING AND SENSITIVE LANDS OF THE CITY AS WELL AS PROVIDING A DIVERSE MIX OF SMALL COMMERCIAL, RESIDENTIAL HOUSING, AND SOME MINOR LIGHT~~
MANUFACTURING, INDUSTRIAL USES WITH RURAL LAND USES TAKING THE HIGHEST PRESERVATION PRIORITY.

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~~(1) Objective - Create land use areas or zones that will support higher density uses in the center of the City and will reduce in density toward the boundaries of the city, thus preserving the “rural community identity” of Willard City.~~

(2) Objective - Ensure responsible growth in the City through provisions that require available and adequate public services and facilities which are existing at the time of the development impact.

(3) Objective - Implement land use management strategies ~~such as agricultural preservation techniques and subdivision regulations~~ that preserve the natural setting and resources, and rural character of the Willard area while providing opportunities for coordinated growth and development.

(4) Objective - Designate ~~limited~~ areas for commercial, **manufacturing** and ~~some light~~ industrial uses that will provide employment, tax base, and service needs of the community.

(5) Objective - Include “Right to Farm” provisions in the Zoning Ordinance that would protect the right of the farmers and ranchers to operate their facilities in rural zones without infringement on traditional land and irrigation accesses and uses, or complaints regarding noise, odors or length of work hours. The provisions should protect property rights and safety of residents and livestock by providing buffers and or screening as necessary.

(6) Objective - Provide an in-fill subdivision ordinance that will make it ~~much~~ easier for small subdivisions to be developed if they maximize open space, need no public street expansion or improvements or other infrastructure and meet the goals of this General Plan.

(7) Objective - Develop an Environmental Sensitivity Ordinance and Map that would require detailed environmental impact statements or other studies to be performed by developers in these areas. The results of these studies would determine appropriate remedies, building capacities, and/or impose appropriate development restrictions on projects influenced or cited in geological hazard areas, areas of high erosion potential, wet lands, high water table areas and flood plains, unsuitable building soils, and hill sides with slopes greater than 20 percent, high vegetation/fire danger, water shed protection and other sensitive lands or issues.

(8) Objective - Create special programs to encourage the development of affordable dwelling units, including, apartments, condominiums, multi-family dwellings, and planned unit developments, for both owner and renter occupancy.

(a) Policy - Develop an Affordable Housing Plan for Willard City. The plan should meet the requirements of Utah State Legislature Housing Bill 295, passed in 1996. It can be patterned after the model created by Bear River Association of Governments (BRAG)

(b) Policy - Adopt a set of goals as a part of the Affordable Housing Plan. These goals should be similar to the goals developed by BRAG, to create the attitudes and practices that will allow implementation of the Affordable Housing Plan.

~~(9) Objective - Rather than making rural uses the starting point for re-zoning conversion to more urbanized land uses, make rural uses the highest and greatest use of land in Willard City. Always recognize and acknowledge that philosophy in land use decisions.~~

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- (a) Policy -Strictly implement the land use objectives in this element of the General Plan by developing appropriate City procedures, ordinances, codes and regulations in the Willard City Zoning Ordinance, developing a Land Use Map, Environmental Sensitivity Map, Road Master Plan Map, and Zoning Districts Map. Also develop any necessary accessory ordinances to manage growth and development in the manner prescribed.
- (b) Policy - Work with Box Elder County through an inter-local type agreement to ensure that Willard City's Land use objectives are preserved in the sensitive land areas just outside the City borders.

(10) THE WILLARD CITY LAND USE MAP

(1) The General Plan Land Use Map (see figure at the end of this plan) is a representation of desired land uses in Willard. The land use designations do not represent existing zoning. The map represents future land uses and supports the goals and policies of this General Plan. It also depicts the City's existing and future parks, open spaces, sensitive and/or hazardous lands, and other public uses. The Land Use Map, in conjunction with these written goals and policy statements, should be used as a zoning decision-making guide which encourages orderly growth and compatibility of zones and land uses.

(2) LAND USE DESCRIPTIONS

- (a) Rural - The Rural areas, of ~~three-acre and five-acre parcels~~ **half (1/2)** are established to provide areas where the growing of crops and the raising of livestock can be encouraged and supported within the City. ~~The character and essence of Willard City are the Rural areas and all efforts to protect these areas will be encouraged. These areas are intended to protect agricultural uses from encroachment of urban development. Uses permitted in these areas in addition to agricultural uses, must be incidental thereto and should not change the basic rural character of an agricultural environment. Arrangement of homes is encouraged to maximize the amount of open rural space. Conversion of the rural uses to more urban type uses should be accomplished only in an orderly and careful manner following the General Plan, with no "leap frog" encroachments of such urban uses or developments into the surrounding rural areas as noted on the land use map.~~
- (b) Residential - The Residential areas, of ~~half-acre and one-acre parcels~~, are established to provide areas where single-family residential use and associated uses, may be harmoniously integrated with incidental agricultural pursuits. This area is intended to allow the keeping of a limited number of farm animals and fowl in conjunction with single-family dwelling units. ~~It is intended, at the same time, to retain land in parcels large enough to provide efficient and attractive development or to encourage natural or agricultural open spaces. These areas are also intended to accommodate residential developments which are oriented to an equestrian life style. This would allow the design of a residential community which could contain non-commercial stables, training areas and equestrian or pedestrian trails as an integral part of the development.~~
- (c) Commercial/**Manufacturing/Industrial** - This land use would be for commercial endeavors ranging from light to moderate public traffic. Sufficient parking must be provided. The main area suitable for this use is the inner commercial block of Willard City as designated on the Land Use Map, ~~and the area noted on the map near Highway 315 and Interstate 15.~~ This use is to be compatible with the community goals and visions

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associated with this document. All commercial developments must be presented to, and approved by the Planning Commission to ensure they are in conformity with these conditions.

(d) Sensitive and Hazardous Lands These areas are dealt with by creation of an overlay type zone imposing additional requirements to the other land uses listed above. These sensitive areas are assessed in new development applications by thorough study and analysis by the developer and City and with the use suitability and mitigation measures, if necessary, determined. These requirements are in addition to the requirements imposed on any land use or zone regulations specified in the Willard City Zoning Ordinance. Other smaller sensitive lands or hazardous lands may be discovered as new development(s) are applied for or areas are investigated and will also become subject to the regulations specified in the Willard City Zoning Ordinance.

(11) WILLARD CITY ENVIRONMENTAL SENSITIVITY AREAS AND CRITICAL LANDS

(1) Willard City's present Environmental Sensitivity Map is an extension or overlay on the Land Use Map. This is designed as a general map that defines lands that may not be suitable for development, or use restrictions should apply. The compilation will define all areas from the individual maps. These areas become the major areas of the Environmental Sensitivity Map. Data for these maps will come from various State, Federal, and County Studies and may be updated as new data is made available. The maps delineate the following areas as sensitive:

- (a) Water Shed
- (b) Wet lands
- (c) Unsuitable or Critical building soils
- (d) High water table areas
- (e) Obvious steep slopes over 20%
- (f) Flood Plain or Areas
- (g) Known Geologic Hazards, such as faults.
- (h) Hillsides

12-006 Economics Goals

While Willard City is still a relatively small community, the value of a strong local economy cannot be over emphasized. A balanced commercial economy starts by cutting a lot of "red-tape" and not making business licensing a major task or financial burden for small business and ends with some local jobs and a balanced tax base for the City.

GOAL:

ALLOW NEW ~~SMALL~~ BUSINESS AND PROVIDE OPPORTUNITIES FOR THE PRESERVATION AND ENHANCEMENT OF SUSTAINABLE AGRICULTURAL AND OTHER SMALL BUSINESS OPERATIONS IN THE CITY.

(1) Objective - Preserve and enhance compatible businesses and/or provide incentive for the relocation of existing incompatible business operations to appropriate areas that will ensure compatibility with surrounding land uses.

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(a) Policy - Restrict or prevent commercial areas in neighborhoods that would be detrimental to the health, safety, and character of the residential or rural community.

(2) Objective - Promote the development of small home-based businesses or clean cottage-type industries that have very minimal impact on City services or land uses, i.e., traffic, noise, parking, etc...

(a) Policy - Allow certain areas to be developed for small environmentally clean industries that can be compatible with rural type land uses.

(b) Policy - Make small home businesses that require no off-street parking, signs or visible or audible characteristics a permitted or conditional use in most low density residential and agricultural zones.

12-007 Development Beyond City Boundaries

GOAL:

ENCOURAGE COORDINATION WITH BOX ELDER COUNTY, SOUTH WILLARD, AND PERRY CITY TO ENSURE THAT THE CITY'S GENERAL PLAN GOALS ARE MET AND THAT DEVELOPMENT BEYOND THE CITY'S BORDERS THAT MAY HAVE A GEOGRAPHIC OR ECONOMIC IMPACT ON THE CITY ARE KEPT COMPATIBLE WITH THE CHARACTER OF WILLARD.

(1) Objective - Improve communication with Box Elder County, the School District, and other local jurisdictions as necessary, to assure that development occurs in an orderly manner and protects the interests of Willard City.

(a) Policy - Enter into inter-local agreements with the County and other governmental organizations in the area that would be willing to enter into joint planning efforts.

(2) Objective - Coordinate with the County and Box Elder School District in joint planning efforts, especially in area-wide population and economic projections as well as capital improvement programs.

12-008 Community Character Element

Community design is the process by which the functional and visual relationships between people and their physical environment are planned and implemented. Community design standards are usually established and implemented through a City's zoning and development ordinances, sign regulations, site plan review, and other review and permitting procedures. Developers usually retain the greatest influence over the design of their projects. However, the City government can directly influence land use, open space, street and transportation improvements, and landscaping of private development through design guidelines. The goals and policies of the various elements of the Willard General Plan have been established to encourage, via the planning process, orderly growth and development and high standards for community design.

GOAL:

~~TO PROMOTE AND FOSTER THE CONCEPTS OF GOOD COMMUNITY DESIGN AT THE CITY, NEIGHBORHOOD AND INDIVIDUAL PROJECT LEVELS, AND TO STRENGTHEN~~

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~~THE RURAL AGRICULTURAL SMALL VILLAGE IMAGE OF THE CITY OF WILLARD.~~
**TO INCORPORATE CONCEPTS OF GOOD COMMUNITY DESIGN AT THE CITY,
NEIGHBORHOOD AND INDIVIDUAL PROJECT LEVELS AND TO STRENGTHEN THE
RURAL IMAGE OF WILLARD.**

(1) Objective - Through the development review and site plan approval processes require quality developments that improve the livability of the City and the quality of life for its residents.

- (a) Policy -Strive for harmony and unity between individual development projects. Landscaping and coordinated tree planting can do much to unify adjoining developments.
- (b) Policy - Locate development in configurations and in areas that will preserve and enhance open space character and rural atmosphere in the community.
- (c) Policy -All efforts should be required to screen mechanical equipment, parking, and storage areas from public view.
- (d) Policy -Improve the visual quality of developments throughout the City by requiring the use and maintenance of generous natural landscaping areas that require little water or irrigation. More specifically:
 - Separate residential and non-residential uses by permanent, easily maintained walls, solid fences, and combinations of space and landscaping.
 - Develop and update design standards for all commercial developments.
 - Improve the visual quality of all commercial areas by requiring the use and proper maintenance of generous landscaping areas or open spaces.
 - Development on major thoroughfares should blend harmoniously together promoting a theme of oneness and unity.
 - All commercial development will be presented to, and approved by, the Planning Commission to ensure the development is in conformity with this Community Character Element.

(2) Objective - For all developments recognize that street improvements and street-scape play an important role in the City's identity.

- (a) Policy - Building setback, park-strip requirements and treatments should be sufficient and appropriate to create an aesthetically pleasing and functional street-scape.
- (b) Policy - The design of streets and street improvements should be evaluated from both aesthetic and functional perspectives. Elements of the street-scape should include traffic control devices, signs, lighting, medians, curb and gutter, parking strips, and tree planting.
- (c) Policy -All City street signage should be attractive, well maintained and functional, being clearly visible both day and night.

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(3) Objective - Recognize that the people of the City of Willard are the greatest asset and define the most important quality and character of the City.

(a) Policy - Encourage citizen participation and civic organizations to participate in City planning and development activities. Especially, continue to support and work with City oriented organizations to further the civic spirit and goals of the City.

12-009 Housing Element

The goals, objectives, and policies presented here are intended to be used to help guide and direct residential development with the City of Willard.

GOAL:

TO PROVIDE AN ADEQUATE, SAFE, AND HEALTHFUL RESIDENCE FOR ALL CITIZENS OF THE CITY. TO MAINTAIN ITS RURAL CHARACTER. ALSO, TO ESTABLISH HIGH STANDARDS FOR RESIDENTIAL DEVELOPMENT AND MANAGE GROWTH OCCURRING WITHIN THE CITY TO PRESERVE THE IDENTITY OF WILLARD AS A FAMILY- ORIENTED COMMUNITY WHILE PROVIDING A RANGE OF HOUSING TYPES, STYLES, AND PRICE LEVELS IN ALL AREAS OF THE CITY.

(1) Objective - Develop and implement standards and policies that promote desirable characteristics in residential areas.

~~(a) Policy – Discourage subdivisions that create isolated spot “pockets” of development.~~

(b) Policy - Adopt and vigorously enforce ordinances requiring land owners to keep their property free of weeds, junked vehicles and equipment, unsightly buildings, trash, and other debris.

(c) Policy - Schools, churches, libraries, fire stations, and other public buildings and structures, located in residential areas, should provide attractive and well maintained landscaping.

(d) Policy - Protect and enhance residential amenities when possible by reducing conflicts with adjacent uses.

(e) Policy - Separate residential and non-residential uses by permanent, easily maintained walls, solid fences, and combinations of space and landscaping.

(f) Policy - Commercial and other non-compatible activities should not be permitted in, or allowed to expand or encroach upon, residential developments.

(2) Objective - Provide safety in, and accessibility between, all residential areas.

(a) Policy - Provide safe and convenient pedestrian routes from home to school.

(b) Policy - Require developers to study and provide protection for development in areas of high ground water or flooding by using environmentally sensitive subdivision layouts and building designs and remediation measures.

c) Policy – require adequate off street parking in residential area

(3) Objective - Enhance the visual character of residential areas and provide for the preservation of environmental values.

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- (a) Policy - Encourage the creation of residential areas which are sensitive to natural features and environmental constraints.
 - (b) Policy -Protect environmental values by using Master Planned Developments which provide and maintain permanent open space, are harmoniously integrated with agricultural areas and preserve overall density requirements.
 - (c) Policy - Encourage the preservation and enhancement of areas that should be maintained for scenic, historic, conservation, or public health and safety purposes.
 - (d) Policy - Require the use of underground utility lines where feasible.
- (4) Objective - Encourage single-family, detached, owner-occupied housing that meets minimum standards for new developments. Develop design standards for Rural and Residential areas.
- (a) Policy - Develop minimum design standards in the Zoning Ordinance to address densities and aesthetics in housing design and construction.
 - (b) Policy -In Rural areas encourage the development of estates or preservation of open areas when agriculture is no longer feasible.
 - (c) Policy -In Residential areas encourage single-family, detached, owner-occupied housing that meets minimum standards for new developments.
 - (d) Policy - Allow affordable housing opportunities in both Rural and Residential areas.
- (5) Objective -Manage the timing of residential development so that adequate streets, water, sewer, drainage facilities, schools, and other essential services can be economically provided.
- (a) Policy - Subdivision of land will be in accordance with the General Plan and Zoning Ordinance as well as applicable infrastructure master plans in effect and directed by the standards set.
 - (b) Policy - Area studies should be prepared by developers showing the relationship of the subdivision to the neighborhood of which it is a part. Access to the general street system, school, recreation sites, and other facilities and services should be shown.
 - (c) Policy -All development projects must be sequenced and built concurrently with infrastructure or services required by the development.
- (6) Objective - Ensure that both existing and future City residents, as well as developers, have security in their actions and decisions and that there is developed and maintained an atmosphere of stability and confidence in all decision making.
- (a) Policy -Decisions involving housing and housing policies should be made within the framework of the goals and objectives of the General Plan.
 - (b) Policy - City revenue needs, economic pressure, or developer “whims” should not be allowed to compromise housing policies or standards.
 - (c) Policy - Discourage the intrusion of non-compatible uses which could lower residential values.
 - (d) Policy -A major consideration for approval of subdivision and residential projects should be their affect on adjoining and surrounding uses and that they will not hinder the operation of agricultural functions in any way.
 - (e) Policy - Developers should pay for the cost of the development.
- (7) Objective - Maintain flexibility in land development standards consistent with good design and efficient function.

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- (a) Policy -Continually review and revise zoning and subdivision ordinances to assure that creative solutions to development are not precluded.
 - (b) Policy - Provide flexibility in setback and side-yard requirements as well as grouping of homes to allow for creative use of residential lots while maintaining land use densities.
 - (c) Policy - Encourage use of vacant lots within existing residential areas.
- (8) Objective - Provide a reasonable choice of residential types throughout the City.
- (a) Policy - Mobile home parks will only be allowed where conflicts do not occur with surrounding area. [Ref. Zoning Ordinance, Chapter 12-500.]
 - (b) Policy - Manufactured housing will be permitted in all areas of the City provided it meets all house size requirements, standards and codes.
 - (c) Policy - Group homes will be permitted only if they comply with the residential character of an area and adequate infrastructure can be provided. Development applications for group homes will be assessed on their individual merits.
- (9) Objective - Provide incentives to developers and residents for the creation and development of affordable housing in Willard.
- (a) Policy - Provide incentives to developers and residents for the creation and development of affordable housing in Willard.

12-010 Traffic & Circulation Element

The City of Willard has formulated the following goals and policies to provide direction in decisions regarding transportation planning and development.

GOAL:

TO DEVELOP A UNIFIED TRANSPORTATION SYSTEM THAT PROVIDES FOR THE ECONOMIC, EFFICIENT, COMFORTABLE, AND SAFE MOVEMENT OF PEOPLE AND GOODS IN AND THROUGH THE CITY.

- (1) Objective - To improve traffic movement on City streets and access to all areas of the City.
- (a) Policy - Implement a streets hierarchy for the City of Willard
 - major arterial streets
 - minor arterial streets
 - collector streets, and
 - local neighborhood streets

The principal function of arterial streets is to move large volumes of through traffic on a continuous route over a substantial distance. Land access is a secondary function. Access, intersection spacing and parking can be controlled to preserve the through traffic function of arterial streets.

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Collector streets are designed to move traffic, as well as provide some land parcel access. They are streets located primarily in residential areas and carry traffic from local streets to the arterial system.

Local neighborhood streets should provide vehicular and pedestrian access to all land parcels. With the movement of traffic being a secondary function, local neighborhood streets should be designed to minimize through traffic and to add privacy and identity to a neighborhood.

- (b) Policy - Enforce the streets hierarchy with local streets emptying onto collectors, which empty onto arterial streets. Vary street widths and patterns to encourage or discourage through traffic where appropriate.
- (c) Policy - Recommend street design standards for each street classification.
- (d) Policy - Based on the street hierarchy, develop, adopt, and regularly update a Road Master Plan, with the accompanying Master Road Plan, Road Master Plan Map for Willard City.
- (e) Policy- Develop and widen arterial and collector streets as directed by the Willard Master Street Plan, if recommended.
- (f) Policy - Preserve the through traffic function of arterial streets by minimizing points of property access, intersections, and on-street parking.
- (g) Policy - Require subdivision designs and site plan layouts which minimize points of access onto arterial roads.
- (h) Policy - Require school bus, fire equipment, snow removal and garbage collection access and turn-around in all developments.
- (i) Policy - Discourage the use of cul-de-sac and dead-end streets.

(2) Objective - Ensure that the City's transportation system meets present and projected demands.

- (a) Policy - Incorporate transportation planning as an integral and vital part of the comprehensive planning process. Use a cost-effective method to obtain good quality transportation planning.

(3) Objective - To provide a network of pedestrian, equestrian, and bicycle trails throughout the City, including sidewalks, walkways, bike ways, and rural trails.

- (a) Policy - Establish and maintain a safe network of bicycle routes and pedestrian trails, which connect activity centers in the City.

(4) Objective - To improve the safety of all City streets and intersections.

- (a) Policy Develop and recommend street design standards to encourage higher levels of safety on all City streets.
- (b) Policy - Improve the safety and aesthetics of City streets by ensuring the arterial and collector road network is well lighted.
- (c) Policy - Ensure that street identification signage is clearly visible both day and night with particular emphasis on the arterial street system

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- (d) Policy - Enforce City ordinances requiring the off-street parking of trucks and recreational vehicles.
- (e) Policy - Provide adequate space in subdivision design to allow safe and orderly vehicular and pedestrian movements throughout the neighborhood.
- (f) Policy - Work closely with the Box Elder School District and other organizations, in selecting locations for schools to minimize the necessity of children crossing arterial roads.
- (g) Policy - Protect crossings for children, particularly near schools and recreation areas.
- (h) Policy - Provide the highest level of public safety possible to prevent traffic accidents.
- (i) Policy - Where possible, establish speed limits to enhance public safety.

12-011 Parks and Recreation Element

It is the intent of Willard General Plan that parks and recreational facilities and programs be developed and operated in a responsible manner. The following goal, objective and policy statements were established by the City as a guide in acquiring and developing park property and open space and in developing and maintaining an appropriate and comprehensive recreational program in the City.

GOAL:

TO PROVIDE FACILITIES FOR A BALANCED PROGRAM OF PHYSICAL AND CULTURAL ACTIVITIES FOR THE RESIDENTS OF WILLARD CITY AND TO PRESERVE THE ANNUAL FOURTH OF JULY CELEBRATION.

- (1) Objective - Recognize that parks and open spaces are essential ingredients of both the physical and sociological environments. These areas not only provide opportunities for both active and passive recreation, but also increase the provision of a valuable City amenity.
 - (a) Policy - Continue to expand and develop the City's park and recreational facilities.
 - (b) Policy - Sites for park and recreational facilities should be identified and acquired as soon as economically possible in all areas of the City.
 - (c) Policy - The City will reserve park and open space sites in developing areas while land is still available. Park development can come later but only if the land is there to be developed. At this time, emphasis must be placed on acquisition to ensure the availability of future park sites.
 - (d) Policy - Develop new and existing parks that meet the needs of young children, youth, families, groups, and the elderly.
 - (e) Policy - In developed areas, the provision of park, recreational, and other sites should occur on vacant land parcels or be provided as development takes place. Areas will be designated on the Land Use Map where the city desires parks. In these areas developers will be encouraged, and may be required, to provide a park. In these areas a developer who develops and dedicates the park to Willard City at the city's option will be allowed 1 ½ housing units above those he would otherwise be allowed for each 1 acre of developed park given to the city.
- (2) Objective - Identify, pursue, and utilize all funding sources and development techniques that are available for park acquisition and development.

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- (a) Policy - Funding alternatives used to acquire and develop parks and recreation programs should include, but not be limited to, federal, state, and county funds, Community Development Block Grants, impact fees, user fees, donations, revenue bonds, general obligation bonds, and special service districts.
 - (b) Policy - Seek out and utilize all available federal, state, and county funds to purchase and develop park and open space areas.
 - (c) Policy - Assure that land and/or funds reserved for parks, open space, or other recreational facilities are not diverted to other community uses.
 - (d) Policy - Promote and solicit the donation of recreation and park equipment by private and corporate organizations and recognize their support.
 - (e) Policy - Encourage the private development of park and recreation facilities.
 - (f) Policy - Encourage and coordinate the improvement of neighborhood and sub-neighborhood park areas by City residents and community groups.
 - (g) Policy - Establish user fee schedules when an individual or group has exclusive use of a publicly owned recreational facility, including the City Hall. These fees should be sufficient to operate, maintain, and restore the facility to its condition prior to use. Provide a higher rate for use of facilities by patrons living outside of the City limits.
- (3) Objectives - Ensure that all City parks, buildings, land and recreational facilities are useful and attractive.
- (a) Policy - Park and recreation facilities should be planned and designed to meet their proposed purpose. Park design and improvement must recognize the continuing need to provide high levels of safety in park areas.
 - (b) Policy - Protect park and recreation areas, including the City property from incompatible developments and uses on adjacent properties.
 - (c) Policy - Enhance the appearance and “recreational viability” of existing parks and facilities.
 - (d) Policy - Continue to establish high standards for park maintenance to ensure parks are well maintained and foster an attractive recreational environment.
 - (e) Policy - Maintain, in good condition, City property reserved for future park and public facilities through lease agreements and other creative maintenance alternatives.
 - (f) Policy - Through proper and appropriate site planning and design, seek to reduce operation and maintenance costs of park and recreational facilities.
 - (g) Policy - Use vandal resistant materials and building designs in park areas and replace vandalized and inoperable park equipment and facilities as quickly as possible.
- (4) Objective - Maintain and always strive to improve the Willard Fourth of July Celebration.
- (a) Policy - Create a Willard Celebration committee made up of the most dedicated of residents to work under the City Council’s direction in planning and operating the annual celebration.
 - (b) Policy - Support and fund the celebration committee and assist them in every way possible to carry out their directive and mission.

12-012 Natural Resources Element

Willard City is committed to protecting the Natural Resources that have enhanced its residential quality of life as well as the businesses of residents in and around the City. The people of Willard

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represent the greatest resource in the City and all policies regarding natural resource management should be developed not only to protect the land, but to protect the health, welfare, safety, and enjoyment of the citizens of Willard.

Many factors contribute to the preservation of natural resources, ~~not the least of which is~~ **one of which is** protecting the farming and agricultural programs that have been developed by the farmers and ranchers in the area. Although the immediate consequence of this policy may not be realized, over a long term it will go further to develop an environment that is protected from outside development pressures and “over grazing” of homes than any other policy. Usually the farmers know more about long-term range and land management than any political entity may ever know. Other protection measures include detailed protection zones and mitigation measures developed by code, not only to protect the environment, wildlife and scenic views enjoyed by the residents of the City but also protection from geologic and other natural or man-made hazards.

GOAL:

TO PROTECT THE NATURAL SCENIC, AGRICULTURAL WILDLIFE, WATER, AIR, SOLAR, LAND AND HUMAN RESOURCES ABUNDANT TO THE AREA AROUND AND WITHIN THE CITY OF WILLARD AND TO PROVIDE PROTECTION FROM NATURAL AND MAN-MADE HAZARDS ASSOCIATED WITH DEVELOPMENT IN SENSITIVE AREAS.

(1) Objective - Develop and maintain a “right-to-farm” policy for new and existing farmers and ranchers to protect agricultural uses from excessive or un-managed residential or commercial growth.

(a) Policy - Require protections and easements in and around developments for irrigation and other water courses, including land drainage systems.

(b) Policy - Do not allow existing agricultural right-of-ways to become residential access corridors without proper improvements including measures and/or facilities implemented to protect future agricultural access.

(2) Objective - Develop a sensitive lands overlay zone with accompanying regulations and requirements designed to protect existing residents and businesses as well as new development and residents by addressing effective land management and environmental issues such as:

- Known or suspected wet lands
- Unsuitable or critical building soils - water tables
- High water table areas
- Sensitive slopes or slopes over 20%
- Flood Plain or Flood Area
- High vegetation fire danger
- Known Geologic Hazards - (Fault Zones)
- Hillsides

(a) Policy - The main areas designated as Sensitive are as described by the Environmental Sensitivity Map. All requirements of the underlying zoning districts will apply plus any

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additional environmental assessment or impact statement(s) and solutions as imposed by the City. [See Zoning Ordinance, Chap 11-200.]

(b) Policy - Extend regulations and environmental impact statements or analysis to areas outside the Sensitive Lands Overlay Zone if the Planning Commission or City Council decides that a sensitive land area exists on a smaller scale or area outside the main overlay zones.

(c) Policy - Prohibit development in areas that are too sensitive or hazardous to be prudently and effectively mitigated using wise land management decisions and generally accepted environmental remediation's or solutions.

12-013 Planning Growth

(1) Objective -Willard City will formally plan and prepare for future growth. Such planning is beneficial for the following reasons:

a) Planning reduces community dissension by making future growth decisions, hypothetically, with feedback from the general citizenry, rather than reacting to immediate growth issues, with the input from relatively few citizens.

b) Formal planning allows governing bodies to act fairly, consistently, and promptly when faced with re-zoning requests.

c) Planning facilitates growth that benefits the community as a whole rather than relatively few individuals.

(2) Objective - The purpose of this section is to describe the formal process for planning growth. The relationship between planning and zoning is explained. General criteria for re-zoning land are summarized.

12-014 Planning Future Property Zoning

Property zoning is a tool used to implement the General Plan. Proper use of zoning helps ensure the following for Willard City:

- Planned, orderly community growth
- Compatible uses of land
- Safety for the citizens
- Protection from natural hazards
- Provision of adequate city services to the citizenry
- Maintenance of an atmosphere desirable to current residents

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Because property zoning dictates how land may be used in the future, it plays an essential part in growth planning.

12-015 Criteria and Guidelines for Re-Zoning Land

(1) Objective - The purpose of this subsection is to summarize criteria that shall be met prior to re-zoning properties. The responsibility lies with the applicants who are requesting re-zone to demonstrate that the following criteria have been met. Re-zoning criteria include, but are not be limited to the following:

- a) ~~To avoid spot zoning, re-zoned areas should be contiguous with like zones, rural to rural, and residential to residential.~~
- b) Higher density zoning should be considered only in “non-sensitive” areas listed on the Environmental Sensitivity Map.
- c) Re-zoning applications will be considered, based upon compliance with the Land Use Map of this General Plan.
- d) Requests not in compliance will be denied.
- e) Re-zoning in the areas noted in the Sensitive Ordinance (Chapter 12-200 of the Willard City Zoning Ordinance) shall be avoided, with special restrictions applying.
- f) Applicants requesting the re-zoning of property located in environmentally sensitive areas, shall be required to submit detailed environmental impact reports which are designed to assist the Planning Commission to evaluate the application.
- g) A Conditional Use Permit (CUP) may be issued to allow development in such areas, provided satisfactory engineering solutions can be found to mitigate the particular hazard, prior to re-zoning. Such solutions are subject to acceptance by the Planning Commission and approval by the City Council before issuance of a CUP.
- h) The current city infrastructure and services must be adequate to support the maximum number of residences or commercial establishments that could occupy the re-zoned properties. The Subdivision Ordinance (Chapter 12-400 of the Willard City Zoning Ordinance) describes the infrastructure and services required for new developments. Following is a partial list of infrastructure and services to be considered:

- Culinary water requirements
- Streets.
- Municipal buildings and schools
- Fire, medical, and police protection
- Drainage systems
- Sewage services
- Parks and recreational facilities

i) Growth in re-zoned areas shall not jeopardize the rural setting desired in the community. All applicants shall be required to assess the anticipated impact of the proposed re-zone on the city's infrastructure, and on nearby agricultural area.

