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Willard City, UT



General Plan, 2023

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And the people of Willard City, Utah.

Adopted by the Willard City Council _____, 2023, following the receipt of a
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CHAPTER 1

Introduction

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What is a General Plan?

A General Plan is an advisory document used to guide planning and other decision-making occurring within a City, town, or county. General Plans should be visionary. They establish goals, objectives, and recommended actions to guide a municipality or county towards its desired future. All General Plans in Utah for a city or town (municipality) with a population are statutorily required to provide a Land Use Element and a Transportation Element. However, General Plans often include other community topics, including housing, economic development, natural resource protection, sustainability and resilience, and other subjects, as applicable and of importance to the community.

Willard City's General Plan is forward-looking and provides a clear direction for the City for the next 10 to 20 years. The Willard City General Plan is a ***"living document."*** As such, the Plan is subject to necessary revisions and updates as the conditions affecting the City and the needs of residents' change. All General Plan implementation actions and tools, including the City's zoning ordinance, subdivision ordinance, capital improvements plan, funding, and the City's annual resource and budgeting decisions, must be consistent with the General Plan. So, it is a valuable tool for coordination and progress towards Willard City's established goals.

What is a "Living Document"?

Inevitably, circumstances will arise in the future that will prompt the City to modify or revise its public policy choices completely. This may be as simple as a slight change to the Future Land Use Map to allow a property owner to apply for a rezone, or it may include much larger and more complex policy changes. These amendments are specifically required per the Utah State Code and must be adopted through a specific process that includes the Planning Commission and the City Council. Per Utah State Code Section 10-9a-404, the General Plan and all revisions must be made by the legislative body (the Willard City Council) after considering the recommendation of

the Planning Commission which is informed by a mandatory public hearing. These extra steps mean that it is not impossible for property owners to change the Future Land Use map and achieve a zoning change, thus protecting their property rights. However, the property owners must appeal to their neighbors, community, and elected officials to ensure that changes are in the best interest of the community as defined by the goals and vision statements contained in this General Plan.

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State Code Requirements for General Plans

Utah State law, Section 10-9a et. seq. (Utah Code) requires that all Utah municipalities adopt a General Plan. Section 10-9a-102 (Utah Code) provides all Utah municipalities with general land use authority. The purposes of that authority are:

1. provide for the health, safety, and welfare.
2. promote prosperity.
3. improve the morals, peace, good order, comfort, convenience, and aesthetics of the municipality and the municipality's present and future inhabitants and businesses.
4. protect the tax base.
5. secure economy in governmental expenditures.
6. foster the state's agricultural and other industries.
7. protect both urban and nonurban development.
8. protect and ensure access to sunlight for solar energy devices.
9. provide fundamental fairness in land use regulation.
10. facilitate orderly growth and allow growth in a variety of housing types; and
11. protect property values (10-9a-102).

Section 10-9a-102 allows a Utah municipality to adopt various "ordinances, resolutions, and rules restrictive covenants, easements and to enter into other forms of land use controls and development agreements the municipality considers necessary to manage and regulate the use and development of land within the municipality, including standards governing:

Like all Utah municipalities, Willard City possesses significant discretion and authority to establish various standards and requirements for land uses located within the City. However, all standards and requirements provided by the City must not conflict with Title 10, Chapter 9a, Utah Code, or any other state or federal law (10-9a-104[2]).

Each Utah City and town must include two (2) mandatory General Plan elements. These elements are land-use and transportation and traffic circulation (10-9a-403[2]). A Utah municipality that meets certain classification or population standards must also include a plan for moderate-income housing growth (10-9a-401[3]). Willard City does not meet the required City classification or population standards required for the City to include a plan for moderate-income housing growth. Although not required, the City sees the importance of such a plan and has incorporated a moderate-income housing plan in the City's General Plan, including meeting the purposes of the Utah Code and planning for the "present and future needs" of the City (10-9a-102 and 10-9a-401).

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Our Values, Our Vision

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Our community recognizes its history and will preserve its small-town character and sense of place by protecting its open spaces, agricultural and sensitive lands, and protecting and fostering a high quality of life for all residents.

Willard City Values

Maintain the Community's small-town character and rural lifestyle.

Protect our environment, including its water resources, healthy riparian and other ecosystems, views, and recreational opportunities.

Celebrate our community's agricultural heritage and locally produced foods and products.

Provide transparent and communicative governance.

Continue to provide quality and responsive public safety services, including safe, adequate, and well-maintained infrastructure.

The Willard City General Plan 2022, An Overview

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INTRODUCTION

The Introduction Chapter (this Chapter) provides an overview of the purposes and requirements of the General Plan. It provides guidance to the reader and all City decision-makers on how to navigate and use the Plan and introduces the Willard Community. This Chapter also summarizes Willard's vision for land use, transportation, and housing.

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ACHIEVING THE VISION

Chapter 2 not only reaffirms the Plan's vision but also includes the goal, objectives, and recommended action statements necessary to achieve the community vision. Typically, goal, objective, and action statements are located towards the end of a Plan or located within the pages of each plan element. The Willard General Plan, 2022, advances the goal, objectives, and recommended actions towards the front of the plan, as appropriate for vitally important City policies. This format allows all goals, objectives, and recommended actions to be quickly and conveniently located and consulted. Further, presenting these statements on the Plan's front pages emphasizes their importance.

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LAND USE ELEMENT

The land use element identifies current and future uses, including the plan's recommendations for the density or intensity of all existing and proposed uses. The Land Use Element, among other items, designates the general distribution of various land uses. These include residential housing opportunities for different income levels, commercial retail sales, professional offices, industrial uses, agriculture, recreational activities, education, public buildings and grounds, open spaces, and other public and private services (10-9a-403[2][a][i] [A and B]). See the Utah Code concerning General Plan preparation. The Land Use Element includes illustrative and map materials. The General Plan's Land Use Element, with its goals, objectives, and recommended actions, are designed to achieve the community's vision.

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TRANSPORTATION AND TRAFFIC CIRCULATION

The Transportation and Traffic Circulation Element must achieve four (4) standards. This Element must provide for the location and extent of existing and proposed freeways, arterial and collector streets, public transit, active transportation facilities, and other modes of transportation within the City. This Element must also provide plans for each "major transit investment corridor" occurring within Willard City.^[1] This plan proposes development nodes at selected locations on the City's major transit investment corridor, Interstate 15, and Highway 89. A combination of compatible residential and nonresidential development occurring at each node is established. Each development node captures valuable use connections and achieves the benefits of use associations between housing, employment, education, recreation, and commerce (Utah Code 10-9a-403). The Transportation and Traffic Circulation Element recognizes the application of regional transportation plans and the long-range transportation plans developed by the Utah Department of Transportation. Finally, the City has intentionally correlated the Transportation and Traffic Circulation Element with the Plan's population and employment projections and its Land Use and Moderate-Income Housing Elements. The Transportation and Traffic Circulation Element also provides necessary supporting data and maps.

[1] "Major transit investment corridor" means public transit service that uses or occupies: (a) public transit rail right-of-way; (b) dedicated road right-of-way for the use of public transit, such as bus rapid transit; or (c) fixed-route bus corridors subject to an interlocal agreement or contract between a municipality or county and: (i) a public transit district as defined in Section 17B-2a-802; or (ii) an eligible political subdivision as defined in Section 59-12-2219 (https://le.utah.gov/xcode/Title10/Chapter9A/10-9a-S103.html?v=C10-9a-S103_2021050520210505).

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MODERATE INCOME HOUSING ELEMENT

While not a required General Plan Element in 2022, Willard City desires to be proactive and provide housing opportunities for all present and future residents. One available action is to protect existing and support new moderate-income housing at the City's development node locations. The City has included a Moderate-Income Housing Element in the General Plan.

This Element meets all standards established by Utah for a Moderate-Income Housing Element. The City has identified various strategies to provide realistic opportunities for additional moderate-income housing within the City. These include several actions offered by Section 10-9a-403(2)(b)(iii), Utah Code.

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APPENDIX

The Appendix provides various supplementary materials designed to inform the reader. Appendix items include a glossary of terms, the full Technical Assessment of Willard City, and all public comments captured during the General Plan process.

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Why should Willard provide a General Plan?

The laws of the State of Utah (10-9a et. seq., Utah Code) mandate General Plans for all Utah municipalities and counties. The City shall adopt a General Plan to comply with Utah State law. Other benefits achieved by the City's General Plan include,

- Providing a process to choose the City's desired future. The City is subject to continual change. The City's General Plan identifies the necessary actions to achieve the City's vision, avoiding extreme changes in direction and unifying the City towards a common goal, achieving its future established by the General Plan's vision statement. It is a living document that can be amended over time, but it is a vital document that collects the interests of community members and serves as a common place to store information about changing actions and objectives.
- Providing publicly accepted vision, goals, objectives, and recommended actions to inform all City residents, businesses, and other stakeholders. The General Plan also informs all Federal, State, Local, and independent service providers as they act within the City's boundaries, and
- Building consensus for a shared community vision and common purpose.

What authority does Willard City have for its General Plan?

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Willard was incorporated as a City in 1870. Today, the City possesses the powers granted to it by the State of Utah, including the authority and power to plan. This authority and power are provided by the Municipal Land Use and Development Management Act.

Willard City is governed by its elected Mayor and five-member City Council. The Mayor and City Council are the City's legislative body, responsible for adopting or amending plans and ordinances, including the City's General Plan and all ordinances necessary to implement the Plan. As required by the Municipal Land Use and Development Management Act, the Willard City Planning Commission is responsible for formulating a General Plan and various land use ordinances. The Planning Commission must hold a public hearing before finalizing its General Plan recommendation to the City Council. The City Council also must hold a public hearing to receive comments on the Planning Commission's General Plan recommendation before considering the Plan for adoption. This is the same process, noted earlier, that will be used for plan amendments.

The planning process is important because Utah is one of the nation's fastest-growing states, and a sizable portion of this growth is occurring along the Wasatch Front, where Willard City is located. Willard City is approximately fifteen (15) miles north of

Ogden City, accessed directly from Interstate 15 and Utah State Highway 89 and is facing growth pressure from several directions. A General Plan can help the City protect the community's character as it welcomes new community members and potential development.

Due to its geographic advantages, natural amenities, sense of place, and quality of life the City's resident population will increase. In 2020 the Willard City population was 1,688.

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and by 2040 the population is estimated to be around 3,450. This Plan can provide the City with a picture of its estimated growth pressures and provide the City with a mechanism to prepare for its future while achieving its community vision. Key components of Willard City's vision are to preserve its small town feel and charm, maintain its quality-of-life benefits for all residents, and protect its naturally occurring amenities and heritage as an agricultural community and small town.

Using This Document

Who is this plan for?

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The Willard City General Plan, 2022 is intentionally designed to be used as a decision-making guide and reference for elected and appointed officials, City staff, residents, property owners, governmental units, and others. The General Plan can be used as a tool for generating dialogue about Willard and ensuring all proposed City projects and future private development activities align with the community's vision and goals, as outlined. An overall goal of the General Plan is to promote consistency in both public and private decision-making. The plan can be used by many readers to fulfil several different purposes.

For **RESIDENTS**: use the plan to understand the City including its vision and future trajectory, including anticipated community changes. It can also be used when developing or expanding a business, to inform your estate decisions, and civic involvements.

For **ELECTED** and **APPOINTED OFFICIALS**: use the plan to understand constituents' long-term goals, coordinate the municipal budget with the community's vision, and guide decision-making and recommendations. Decisions founded on the General Plan are more sustainable and defensible.

For **CITY STAFF**: use the plan to direct applications for grants, identify what kind of development is appropriate and where, guide capital improvements, coordinate changes to ordinances and regulations as directed by the Planning Commission and Council, protect the City's character, and recommend actions to achieve the General Plan.

For **LANDOWNERS, ARCHITECTS, BUILDERS, and DEVELOPERS**: use the Plan to understand the community's desired vision, its character and other design projects, learn and understand the City's development priorities and opportunities for

partnership. The plan identifies the development types the City finds appropriate and where these should be located.

For **OTHER GOVERNMENT UNITS**: use the Plan to establish consistency in all actions, make resource allocation decisions to the maximum benefit of all citizens, avoid negative actions that undermine Plan policies, and promote coordination, communication, and cooperation across governmental units.

For **OTHERS**, the Plan develops understandings of the City, its vision, and recommended actions to achieve the desired future vision.

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How to read this Plan

Because the Willard General Plan is intended to be used by all, it is intentionally designed to be understood by all. This Plan avoids jargon in favor of plain language and uses images where possible to illustrate ideas. Where planning terminology is used, a definition is provided in the text or in the glossary (Appendix). While the Plan is comprehensive and forward-looking, it is simplified, as much as possible, to encourage use, understanding, community acceptance, and agreement. In each Chapter of the Plan, you will find repeating elements to assist with Plan understanding. These repeating elements include Educational Panels and Community Engagement Callouts.

Educational Panels: Side panels explain important planning concepts or provide additional context to a Plan item. These panels support the main text of the General Plan by ensuring that all readers have access to the information necessary to fully understand Willard's challenges, opportunities, and vision.

Community Engagement Callouts: Throughout the Plan, you will see call-out boxes like this one that indicate a direct link to community feedback received through the planning process. Public comment, survey responses, and interview answers contributed to the content and vision presented in this Plan.

Work Programs: In the second chapter the reader will find tables that organize Plan goals, objectives, and recommended actions for the Land Use, Transportation, and Housing Element. These work program tables are intended to aid in the implementation of this General Plan. In addition to identifying recommended actions, the tables highlight who could be involved in implementation, their proposed priority (with 1 being the highest), potential funding sources, and resources to assist with implementation. Figure 1 presents an example.

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Figure 1 – Willard Work Program Table (example only)

Land Use Goal 7		Protect and enhance Willard's historic town core			
Objective 7.2		Preserve the architectural styles of original Willard "rock" homes.			
Recommended Action	Priority	Participants	Funding	Success Measure	Resources
7.2A Preserve historic buildings and features that are intrinsic to the city and its pioneer-heritage.	1	Owner, Willard City, Utah Division of State History	State and Federal Agencies	No loss of any listed historic or "rock" homes	Utah Division of Sate History

Figure 1:
Willard Action
Table Format.

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Methodology

Data Collection and Analysis

Before drafting the General Plan, the planning team completed a full community technical assessment. The technical assessment examined the City's existing conditions and expected trends related to demographics, economic indicators, land uses, and infrastructure. The assessment is provided in the General Plan Appendix. Data was provided by a variety of sources as noted in text and figures. Major sources included:

- U.S. Census Bureau Decennial Census, ACS 5-Year Estimates, and OntheMap Data;
- Wasatch Front Regional Council Land Use Parcel Data for Box Elder County.
- U.S. Bureau of Labor Statistics; and
- Utah Automated Geographic Reference Center (AGRC).

Public Engagement Methods

The planning team relied heavily on extensive public input to inform recommendations and other information included in the General Plan. Feedback from residents and stakeholders was collected through the following methods:

Community Kick-Off Workshop: The Kick-Off Workshop was held on July 13th, 2021. The purpose of the workshop was to introduce the community to the project and planning team and to collect valuable input related to Willard's major challenges and opportunities. 156 written comments were received at the event. During this workshop, attendees participated in Strengths, Weaknesses, Opportunities, and Threats ("SWOT"), and Achieve, Preserve, Avoid, and Eliminate ("APAE") analyses. Major themes emerging from the Kick-Off workshop were,

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- The rural aesthetic of Willard is critically important. Residents value their location along the mountains and Bay and want to see the land preserved for low-density residential, agricultural, and open space purposes.
- Commercial development is desired by residents, but they would like to see it concentrated at nodes including Interstate 15 and 750 North intersection.
- Residents are concerned about water usage and the ability of the existing water system to meet the City's long-term needs.
- Traffic safety is a major priority of the community. Residents desire reduced speeds, street design that fits local needs, and improved active transportation
- infrastructure. The community would like to avoid large developments and housing that all looks the same and is monotonous. Residents admire the unique characteristics of their homes, especially traditional Willard rock homes.
- Infrastructure level of service is important. Residents want the existing infrastructure maintained, and improved. Infrastructure (such as street lighting and sidewalks) added in places where it is needed, and options expanded to fit modern needs (such as achieving Fiber Internet service).

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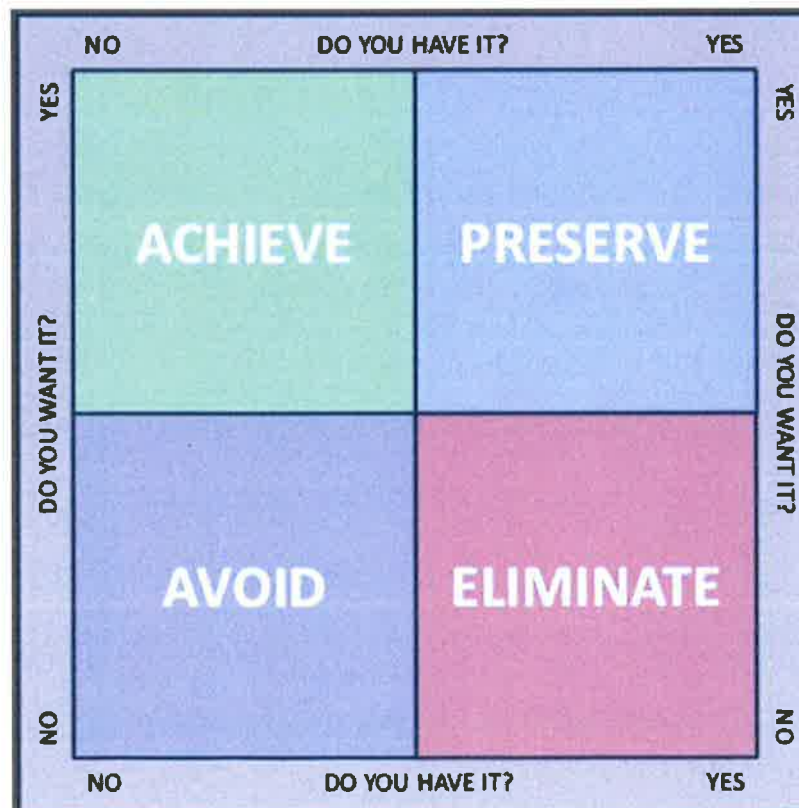


Figure 2: Template for SWOT and APAE Analyses.
 Credit: Wikipedia, 2021 and Wisconsin Base Economic Course, 2012.

Willard Community Survey:

The Willard Community Survey was active June through August of 2021. The survey was available online, at the in-person workshop, and through residents' printed utility bills. 183 Community Survey responses were received. The survey questions asked for community values, critical issues facing Willard, and Willard's performance on success indicators from infrastructure maintenance to communication. The survey results are referenced throughout this Plan and a summary report is included in the Appendix.

Stakeholder Interviews:

In addition to the workshop and survey, in-person interviews were conducted with community leaders and stakeholders, as identified by Willard City Staff. These interviews allowed the planning team to explore questions asked through the survey in greater detail. Additionally, the interviews gave stakeholders the chance to provide additional conversational input on implementation strategies and what would make a successful Willard General Plan. Results from the interviews closely aligned with input received through the survey process.

Second Community Workshop:

In October 2021, a second community workshop was held. The purpose of this event was to share community engagement results received through previous Plan input opportunities and to hold an open discussion with the community about housing and land use. Participants confirmed that the planning team had captured and relayed their previous input.

How does community input influence this Plan?

There are recommendations throughout this document, each of which is informed by data like population and land cover as well as what the community sees and wants to see in Willard City. Recommendations related to future land use include comments from the survey, interviews, workshops, and public City Council and Planning Commission meetings. This plan provides justifications for its recommendations related to land use, transportation, and housing. These justifications include both data and analysis, like population and economic projections and community sentiment.

All community engagement reports generated through the planning process are included in the Plan's Appendix. Specific community-engagement callouts are identified in the body of the Plan in call-out boxes like this one.



Figure 3: Participants Engage in Discussion at Willard's Kick-Off Community Workshop. Credit: Kayla Mauldin, 2021.

The Importance of Community Engagement

The consultant planning team recognized that they are not the experts when it comes to the daily life occurring in Willard City. Although the team has experience in plan preparation, implementation, and best practices, they relied on community members to provide the local knowledge necessary to ensure their Plan that is reflective of the vision of Willard's

residents. Further, engaging community members in the planning process empowers them to take ownership of their General Plan. The ideas contained in this document are direct representations of what was heard from the community. The community can use this Plan to hold the City accountable to the community-vetted vision contained in this Plan.

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Who Are We?

Key Community Demographics

Willard City is approximately 7.2 square miles of land and water located in the southern most portion of Box Elder County, Utah. The community is bordered by the Wasatch Mountain Range to the east, and Willard Bay to the west. The City shares its northern boundary with Perry City and is near unincorporated South Willard. Box Elder County's largest municipality, Brigham City, is located north of Willard City.

Willard's 1,688 residents (Decennial Census, 2020) are connected to local and regional destinations by both Interstate 15 and State Highway 89. The community's workers can usually commute from the heart of Willard to downtown Salt Lake City in less than one hour. Ogden City is closer with a 25-minute commute. Interstate 15 and Highway 89 also serve to bring people to Willard. Visitors may enjoy the community's recreational amenities, including Willard Bay State Park, or take advantage of community-based produce stands. A snapshot of Willard's demographics and economic indicators can be found in Figure 4; a more robust assessment of the community's socioeconomic condition is included in the technical assessment in the Appendix.

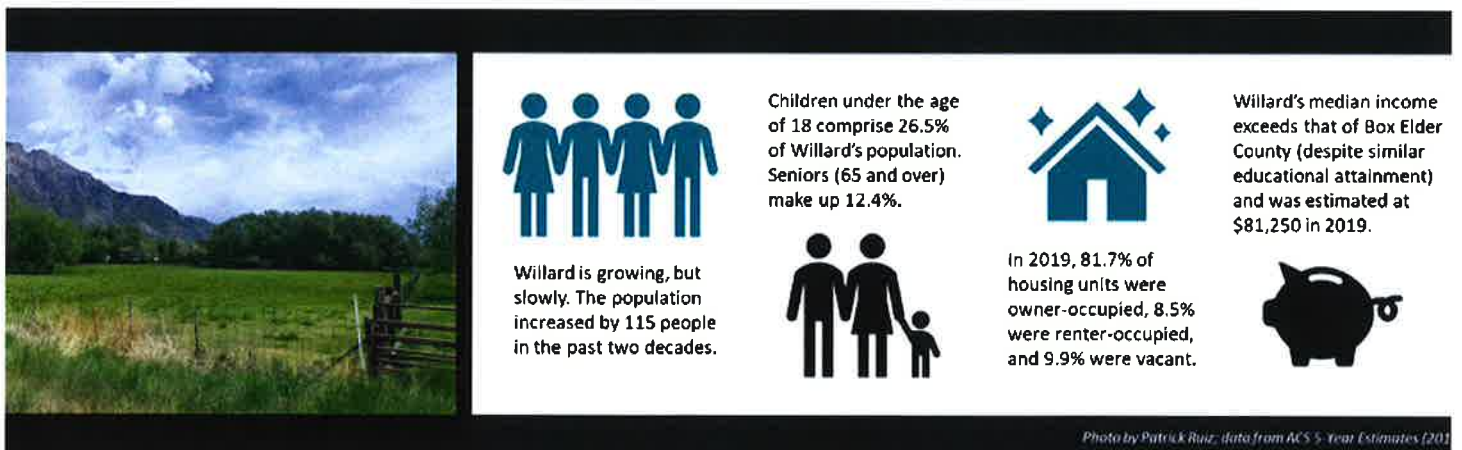


Figure 4: Willard Demographic Snapshot.

Overview of Willard History

Box Elder County was part of the traditional lands of the Northwest Band of the Shoshone Tribe. This group of American native peoples traveled with the seasons throughout Northern Utah, Southern Idaho, and Wyoming on foot or horseback following the available food supplies. They were displaced through competition over

food resources and active conflicts with settlers from the Church of Jesus Christ of Latter-Day Saints. The most infamous of these conflicts was the Bear River Massacre of 1863, where 350 Northern Shoshone were killed. Subsequently, pioneer settlement took place almost completely unopposed through Box Elder County and Northern Utah ("Northwestern Band of Shoshone | Utah Division of Indian Affairs," 2021).

Willard City was first settled in 1851, as a pioneer ranching town (Willard City, 2021). Early pioneers chose this location for its access to fresh water in Willard Creek, its rich soil, and proximity to Salt Lake City. The community was originally called North Willow Creek for the abundance of willow trees that grew alongside the freshwater creek (Willard City, 2021). In 1859 its name was changed to Willard in honor of Willard Richards. Willard Richards was a prominent figure in the Church of Jesus Christ of Latter-Day Saints and cousin and advisor to Brigham Young ("Utah History Encyclopedia," 2021). The settlement of Willard was officially chartered as a City in 1870 (ibid).

Early settlers were of Welsh, English, Scottish, and Dutch descents and depended on farming and ranch work. ("Willard History," 2021) . As the town developed other trades were required to support the growing community including merchants, blacksmiths, carpenters, and schoolteachers. Willard also started to develop a reputation for musicians, as the childhood home for Evan Stephens, composer and director of the Mormon Tabernacle Choir, and Robert J. Baird, hymn composer. (ibid)

Another of Willard's early residents was Shadrach Jones, a renowned stone mason who immigrated from Wales (Willard City, 2013). He built many of Willard's iconic historic homes. These homes were made of grey granite from the nearby foothills. Over thirty of these rock-built homes can still be found in Willard, and many are now recorded in the National Register of Historic Places ("Willard History," 2021). See Figure 5 below.

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Figure 5: Historic Rock Home in Willard. Credit: Patrick Ruiz, 2021.

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In the early 1900s following the construction of a waterwheel powerhouse on Willard Creek, electricity became widely available. In 1912 a piped water system was established, conveying water from Willard Canyon to resident's homes ("Utah History Encyclopedia", 2021). The City continued to grow in significance as a stop along Utah-Idaho central railroad. The City's canning and mining industry also grew significantly during this time (ibid), Willard is still recognized as an agricultural community specializing in fruit crops including peaches, apricots, cherries, pears, and apples. This identity is strengthened by Willard's location along Utah State Highway 89, nicknamed the "Fruit Way" for the many produce stands lining the roadway ("Utah History Encyclopedia", 2021). Despite a rich history and reputation for agriculture, few residents still make their living from agricultural activities. Employment data for Willard residents is explored in the technical assessment (Appendix).

Where are We Going?

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The Vision

Land Use:

Protect the existing uses and maintain those patterns as appropriate while also allowing community members to benefit from the growth taking place along the Wasatch Front. To continue to have a clear method for adapting land use regulations that includes the public and meets the public interest.

Transportation:

Adjust to increased traffic demand on all streets, particularly 750 North and Highway 89, keeping pedestrian and active transportation in mind. Consider large infrastructure projects, with the community in mind and determine the best methods for monitoring progress and working regionally to solve traffic and other transportation challenges, including pedestrian and bicycle safety.

Housing:

Provide safe, adequate, and affordable housing to existing and future community

members. Consider transportation for residents that live in Willard's residential neighborhoods and work in surrounding cities. Provide a variety of housing types to allow Willard City residents to remain community members for their entire lives.

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CHAPTER 2

Achieving the Vision

To achieve ease of access and to ensure consistency, the goal, objective, and recommended actions determined necessary to achieve the City's community vision are presented. This Chapter also provides various maps and illustrative materials consistent with the various goal, objective, and action statements. Illustrative materials are contained in this chapter. The maps and illustrations following provide support and points of reference for several goal, objective, and recommended actions.

Willard City's Community Vision

Our community recognizes its history and will preserve its small-town character and sense of place by protecting its open spaces, agricultural and sensitive lands, and protecting and fostering a high quality of life for all residents.

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The tables in this chapter present the City's goals, objectives, and recommended actions for all plan elements in one table for ease of access and use. While each goal, with its accompanying objectives and recommended actions, are numbered, numbering does not indicate importance, it is provided for reference only. Each goal is of equal importance and value to the City as any other goal. Additionally, the different elements, though they are separated, are intricately connected to each other. Actions taken toward objectives in one element often influence the actions in other elements. The City may consider prioritizing actions that have the potential to touch and achieve several different goals and plan elements. The lists below are the policies that the community has identified as necessary to achieve the overarching goals related to the City's Values and Value Statement as listed previously.



Figure 6: New housing development with views of the mountains and Willard Bay
Credit: Delaney Sillman, 2022.

LAND USE ELEMENT

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The Community Vision for land use can be achieved by:

- Strengthening the City's small-town sense of place and charm.
- Protecting the City's naturally occurring lands, features, and amenities.
- Working with the property owner to protect and preserve agricultural and sensitive areas.
- Promoting efficiencies in all water use and protecting local water sources.
- Expanding commercial opportunities and the ability for residents to meet their daily living needs within the community.
- Strengthen, protect, and promote Willard's historic town core.
- Ensuring sustainable, fiscally responsible growth.
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TRANSPORTATION AND CIRCULATION ELEMENT

The Community Vision for Transportation requires these publicly accepted policies:

- Coordinate regularly with the Utah Department of Transportation on all matters affecting State roads and highways within the City.
- Advocate for Utah Transit Authority on-demand services and other transportation services to connect residents to needed amenities and required services, including healthcare services.
- Improve pedestrian and bicycle crossings on Highway 89 to promote a connected City.
- Establish a capital planning and budget process, with community input, to ensure projects are fiscally sustainable and support community needs.
- Seek out all planning, construction, and funding opportunities to connect residents with the Willard Bay State Park and Willard Canyon via non-motorized methods.
- Provide bike parking facilities at community destinations, including schools, parks, post office, and City Hall.
- Enthusiastically support a Safe Routes to School Program for Willard Elementary School.
- Coordinate regularly with the Utah Transit Authority on all matters affecting public transit services, including the design and facilities associated with the proposed Front Runner station
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HOUSING

The Community Vision for housing includes these policies.

- Promote safe, welcoming, and stable residential neighborhoods.
- Strengthen the ability of Willard residents to remain within their homes or within the City through all stages of life.
- Promote housing choice while preserving the City's small-town character and charm.
- Use appropriate design strategies to create attractive and sustainable residential housing choices for residents.
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Plan Action Tables

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Land Use Action Table

LAND USE					
Goal 1	Evaluate all City decisions, actions, and budget expenditures to achieve General Plan consistency				
<i>Objective 1.1</i>	If any City decision, action, or budget expenditure is found to be inconsistent with the General Plan the City shall; (a) modify the decision, action, or expenditure to be consistent with the General Plan, or (b) make the necessary General Plan amendments required to achieve General Plan consistency.				
Action	Priority	Participants	Funding	Success Measure	Resources
1.1-A: Continually evaluate all City decisions, actions, and budget actions against the General Plan	1 and ongoing	Willard City ¹	No direct requirement	Immediate and Annual General Plan consistency evaluation	No direct requirement
1.1-B: All rezone and land use applications shall; (a) comply with the General Plan, as adopted, and (b) shall not weaken or undermine the fiscal integrity of the City.	1 and ongoing	Willard City	No direct requirement	Immediate and Annual General Plan consistency evaluation	No direct requirement
<i>Objective 1.2</i>	Honor and uphold the community's vision contained in the General Plan				

¹ "Willard City" includes the Mayor and City Council, Planning Commission, City Administration, City Staff, and all others directly or indirectly employed with or contracted by Willard City Municipal Corporation.

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Action	Priority	Participants	Funding	Success Measure	Resources
1.2-A: Hold a periodic "City-Hall" style meeting with all City businesses, residents, and property owners to monitor and review the General Plan and implementation achievements and to identify any required General Plan updates and revisions.	1 and ongoing	Willard City	No direct requirement	Annual City Hall meeting (Annual General Plan consistency evaluation as a meeting topic)	No direct requirement
1.2-B: Following the periodic City Hall meeting, and as community conditions and desires may change, update the General Plan vision, goals, objectives, and action statements, as necessary.	1 and ongoing	Willard City, City Attorney, Consultant (as required)	Budget allocation (\$)	General Plan amended, as necessary	Annual budget
1.2-C: Use multiple methods to inform residents on the values of community planning, and the importance of their continuous participation	1 and ongoing	Willard City	Budget allocation (\$)	Newsletters, web site updates, notices, social media, local press	Annual budget
<i>Objective 1.3</i>	Allow new growth only to the extent that necessary infrastructure and services is available to support the new growth, and all City financial, and all naturally occurring areas of significance and structures of historic, or community value are protected.				
Action	Priority	Participants	Funding	Success Measure	Resources
1.3-A: Evaluate the City's Annexation Policy Plan to ensure it provides sufficient information and details for all lands	1 and ongoing	Willard City, City Attorney, Consultant (as required)	Budget allocation (\$)	Revise and refine Annexation Policy Plan, including	Annual budget

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proposed for annexation and under what conditions and standards annexation could occur. The Annexation Plan shall include an annexation phasing schedule, recognizing the availability of necessary infrastructure, financial and natural resources, and services required to support the annexed land(s) while avoiding unintended or unnecessary cost of service demands or other fiscal impacts to the City				associated phasing schedule map(s)	
1.3-B: Promote efficiencies in all City infrastructure and service deliveries. New developments shall only be approved if they meet the City's concurrency policies ²	1 and continuous	Willard City, City Attorney, City Engineer, Consultant (as required). Development Applicants	Budget allocation (\$)	Adopt adjacency and concurrency policies, standards and review and determination procedures.	Annual budget
Goal 2	Protect the City's naturally occurring sensitive lands, views, features, and other amenities				
<i>Objective 2.1</i>	Prohibit the approval and establishment of land uses with the potential to negatively impact the City's sensitive land areas. Sensitive lands, include areas with a slope greater than 30%, jurisdictional wetlands, areas prone to faulting and landslides, areas prone to flooding or high ground water, naturally occurring riparian areas, and areas required for watershed protections.				

² Concurrency Policy. To promote efficiencies and to ensure all required services are available at levels sufficient to meet the demands and needs of all proposed developments, the availability of culinary water and sanitary sewer capacities, facilities and services shall be determined and provided concurrent with the anticipated demand for culinary water and sanitary sewer service and at the required capacity.

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Action	Priority	Participants	Funding	Success Measure	Resources
2.1-A: As necessary review USGS sensitive site and flood plain mapping.	1 and ongoing	Willard City, City Attorney, City Planner, Consultant (as required)	Budget allocation (\$)	Building Constraints Map updated, and Land Use Ordinances amended, as necessary	Annual budget
2.1-B: Consider onsite and offsite transfers of development rights options to protect all sensitive lands.	1 and ongoing	Willard City, City Attorney, Consultant (as required)	Budget allocation (\$)	Land Use Ordinances amended, as required	Annual budget
Objective 2.2 Preserve Willard City's viewsheds and watersheds.					
Action	Priority	Participants	Funding	Success Measure	Resources
2.2-A: Evaluate and update the City's land use ordinances, as necessary to protect the City's viewsheds, including building heights, wide setbacks, and deep front yard setbacks, particularly those immediately adjacent to major corridors including Highway 89 and 750 North Street. Continuously protect all required watershed areas.	1 and ongoing	Willard City, City Attorney, Consultant (as required)	Budget allocation (\$)	Land Use Ordinances amended, as required. Acquire lands, determined necessary to support this objective.	Annual budget
2.2-B: As practicable, prohibit development on sensitive lands. Allow onsite and offsite transfers of development rights.	1 and ongoing	Willard City, City Attorney, Consultant (as required)	Budget allocation (\$)	Land Use Ordinances amended, as required	Annual budget
Objective 2.3 Maximize connections between passive and active recreational amenities and areas.					
Action	Priority	Participants	Funding	Success Measure	Resources

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2.3-A. Adopt and implement the Willard City Trails Plan (prepared by the Bear River Association of Governments [BRAG]).	1 and ongoing	Willard City, Consultant (as required)	Budget allocation (\$)	Land Use Ordinances amended, as required	Annual budget
Goal 3	Protect the City's agricultural areas.				
Objective 3.1	Coordinate with and assist property owners to conserve agricultural lands				
Action	Priority	Participants	Funding	Success Measure	Resources
3.1 A Using current zoning flexibility in the MPZ ordinance provide landowners development options that lead to the preservation of agricultural land.	1				
Objective 3.2	Support small scale local farming activities and initiatives (typically known as urban farming) for local food production and to support sustainability and food resilience.				
Action	Priority	Participants	Funding	Success Measure	Resources
3.2-A. Consistent with Recommended Action 3.1-C Increase the required minimum lot size in the agricultural zone to a minimum of 5-plus acres, to possibly qualify for assessment under Utah's Farmland Assessment Act.	1	Willard City, City Attorney, Consultant (as required)	Budget allocation (\$)	Land Use Ordinances amended, as required	Annual budget
Objective 3.3	Improve local food access.				
Action	Priority	Participants	Funding	Success Measure	Resources
3.3-A: Audit and update the City's land use ordinances as necessary to ensure that produce stands, and small-scale	1 and ongoing	Willard City, City Attorney, Consultant (as required)	Budget allocation (\$)	Land Use Ordinances amended, as required	Annual budget

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farms and orchards are allowed as permitted uses.					
Goal 4.	Promote efficiencies in the use of all water resources and protect local water sources.				
Objective 4.1	Encourage efficiency in the use of all water resources.				
Action	Priority	Participants	Funding	Success Measure	Resources
4.1-A: Encourage a water-wise landscaping, using guidance from various water agencies including https://brwcd.com/ , https://www.weberbasin.com/ , JWCD's Water-Efficient Landscaping Standards , and others.	1 and ongoing	Willard City, City Attorney, Consultant (as required)	Budget allocation (\$)	Land Use Ordinances amended, as required, including wellhead protections and watershed protections	State of Utah. Local, regional, state, and national conservancy agencies
Objective 4.2	Protect local water quality, especially all Willard City's groundwater sources.				
Action	Priority	Participants	Funding	Success Measure	Resources
4.2-A Annually in the newsletter and on the website provide information on wellhead protection and best practices for preventing contamination of all groundwater sources.	1 and ongoing	Willard City,	No direct requirement	Printed and online resources provided by Willard City	Willard City, Utah State University's Extension Services
4.2-B. Update, maintain, and enforce well head protection areas for all City wells, consistent with applicable State standards	1 and ongoing	Willard City, City Attorney, City Engineer	Budget allocation (\$)	Land Use Ordinances amended, as required	Willard City, State of Utah
Objective 4.3	Implement low-impact development standards.				
Action	Priority	Participants	Funding	Success Measure	Resources
4.3-A: Encourage the State of Utah Low Impact Development	1 and ongoing	Willard City, City Attorney,	Budget allocation	Land Use Ordinances and	State of Utah

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(LID) strategies for new development and City projects where appropriate.		City Engineer Consultant (as required)	(\$)	Construction Standards amended, as required	
4.3-B. To promote cost efficiencies, use natural drainage swales in development areas and City projects where appropriate. https://dwre-utahdnr.opendata.arcgis.com/	1	Willard City, City Attorney, City Engineer, Consultant (as required)	Budget allocation (\$)	Land Use Ordinances amended, as required	State of Utah
Goal 5					
Encourage retail businesses to support the City's tax and employment base and to provide additional opportunities for residents to meet their daily living needs in Willard					
Objective 5.1					
Encourage a variety of retail businesses to locate in the City.					
Action	Priority	Participants	Funding	Success Measure	Resources
5.1-A: Update land use ordinances to minimize required on street parking requirements. The City will evaluate the possibility of establishing maximum required parking rather than continuing with its minimum parking standards	1	Willard City, City Attorney, City Planner Consultant (as required)	Budget allocation (\$)	Amend Land Use Ordinances, as required	Annual budget
5.1-B: Consistent with Recommended Action 4.3-A encourage State of Utah Low Impact Development (LID) strategies for all commercial use areas, as practicable	1 and ongoing	Willard City, City Attorney, City Planner, City Engineer, Consultant (as required)	Budget allocation (\$)	Amend Land Use Ordinances, and Construction Standards, as required	Annual budget

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5.1-C: Encourage businesses that support the City's locational amenities including uses that support Willard State Park users and Interstate 15 travelers	1 and ongoing	Willard City, Business Owners, Chamber of Commerce	Budget allocation (\$)	Amend Land Use Ordinances, as required	Annual budget
Goal 6					
Increase opportunities for all residents to engage in remote work and learning					
Reserved					
Goal 7					
Protect and enhance Willard's historic town core					
Action	Priority	Participants	Funding	Success Measure	Resources
<i>Objective 7.2</i>					
Encourage the architectural styles of the original Willard "rock" homes.					
Action	Priority	Participants	Funding	Success Measure	Resources
7.2-A: Encourage historic buildings and features that are intrinsic to the City and its heritage.	1	Willard City, City Attorney, City Planner, Utah State's Historic Preservation Office, Consultant (as required)	Budget allocation (\$)	Amend Land Use Ordinances, and Construction Standards, as required	Annual budget, Utah State's Historic Preservation Office
7.2-B: Promote and increase awareness of the City's Old Town district.	2 and ongoing	Willard City, City Planner, Utah State's Historic Preservation Office,	Budget allocation (\$)	Provide newsletter materials, informational materials	Annual budget Utah State's Historic Preservation Office

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		Historic Preservation Committee			
7.2-C. Update, as necessary, the City's historic district standards that respect the historic elements of the historic district.	1 and ongoing	Willard City, City Planner, Utah State's Historic Preservation Office, Historic Preservation Committee	Budget allocation (\$)	Amend Land Use Ordinances, and Construction Standards, as required	Utah State's Historic Preservation Office, Historic Preservation Committee Annual
Goal 8					
Continue to require quality developments that promote and enhance the City's small-town character and ambiance and to remain a safe and desired location for residential and nonresidential uses					
<i>Objective 8.1</i>	Enhance and promote the City's small-town character				
Action	Priority	Participants	Funding	Success Measure	Resources
8.1-A: Encourage significant plantings of trees and other vegetation to screen incompatible uses and enhance the qualities of the City and its neighborhoods	1 and ongoing	Willard City, City Attorney, City Planner, Consultant (as required)	Budget allocation (\$)	Amend Land Use Ordinances, as required	Annual budget
<i>Objective 8.2</i>	Strengthen the City's small-town, desirability, amenities, and benefits by ensuring all City actions and City ordinances recognize the natural environment and strengthen the City's-built environment by establishing building and site planning standards that enhance the City's rural ambiance and recognize the City's agricultural heritage.				
Action	Priority	Participants	Funding	Success Measure	Resources
8.2-D: Update the City's sign, building and site lighting to	1	Willard City, City Attorney,	Budget allocation	Amend Land Use Ordinances	Annual budget

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promote security while maximizing dark sky protections. Utilize resources from the International Dark Skies Association .		City Planner, Consultant (as required)	(\$)		
8.2-E: Establish consistent street and site lighting designs, recognizing maximum intensity and height for all lighting facilities, and minimizing light trespass	1	Willard City, City Attorney, City Planner, City Engineer, Consultant (as required)	Budget allocation (\$)	Amend Land Use Ordinances, and Construction Standards, as required	Annual budget

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Transportation Action Table

TRANSPORTATION					
Goal 1	Coordinate regularly with the Utah Department of Transportation, Utah Transit Authority, and Box Elder County on all State and County provided transportation infrastructure facilities and services				
Objective 1.1	Strengthen continuous communications with Utah Transit Authority for collaboration and coordination for future transit plans.				
Recommended Action	Priority	Participants	Funding	Success Measure	Resources
1.1-A: Focus higher density housing in locations associated with public transit facilities, including the proposed FrontRunner station.	1 and ongoing	UTA, Willard City ¹	No direct requirement	Immediate and Annual General Plan consistency evaluation	Staff time
1.1-B: Advocate for Utah Transit Authority on-demand services and other transportation services to connect residents to needed amenities and required services.	1 and ongoing	UTA, Willard City ¹	No direct requirement	Immediate and Annual General Plan consistency evaluation	Staff time

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1.1-C: Coordinate regularly with the Utah Transit Authority on all matters affecting public transit services, including the design and facilities associated with proposed FrontRunner station.	1 and ongoing	UTA, Willard City ¹	No direct requirement	Immediate and Annual General Plan consistency evaluation	Staff time
<i>Objective 1.2</i>	Strengthen continuous communication efforts with Utah Department of Transportation (UDOT) for collaboration and coordination for future roadway improvements.				
Recommended Action	Priority	Participants	Funding	Success Measure	Resources
1.2-A: Coordinate regularly with UDOT on all planned roadway widening, signal improvements and maintenance projects	1 and ongoing	UDOT, Willard City ¹	No direct requirement	Immediate and Annual General Plan consistency evaluation	Staff time
Goal 2	Improve safety and accessibility for pedestrian and non-motorized vehicles to all public facilities and recreational areas.				
<i>Objective 2.1</i>	Pursue all planning, construction, and funding opportunities to connect residents with the Willard Bay State Park and Willard Canyon via non-motorized methods.				
<i>Objective 2.2</i>	Pursue all planning, construction, and funding opportunities for City wide connectivity of non-motorized transportation.				
Recommended Action	Priority	Participants	Funding	Success Measure	Resources
2.1-A, 2.2-A: Trails, Bicycle and Pedestrian plan	1 and ongoing	UDOT, Transportation Consultant, Willard City ¹	Budget allocation (\$)	Adopt policies, standards, and plan.	Annual budget
2.1-B, 2.2-B: Pursue bike parking facilities at community destinations, including schools, parks, post office, and City Hall.	1 and ongoing	UDOT, Transportation Consultant, Willard City ¹	Budget allocation (\$)	Adopt policies, standards, and plan.	Annual budget

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2.1-AC 2.2-C: Implement roadway classifications that have balanced use of the available or planned right of way to include walking and biking facilities.	1 and ongoing	UDOT, Transportation Consultant, Willard City ¹	Budget allocation (\$)	Adopt policies, standards, and plan.	Annual budget
Objective 2.3	Support a Safe Routes to School Program for Willard Elementary School.				
Recommended Action	Priority	Participants	Funding	Success Measure	Resources
Objective 2.4	Improve pedestrian and bicycle crossings on Highway 89 to promote a connected City.				
Recommended Action	Priority	Participants	Funding	Success Measure	Resources
2.4-A: Coordinate with UDOT to explore at grade and grade separated crossing locations of US 89.	1 and ongoing	UDOT, Willard City ¹	Budget allocation (\$)	Agreed upon location and crossing plan	Annual budget
Goal 3	Improve mobility and accessibility through innovation and advances in transportation improvements.				
Objective 3.1	Establish a capital planning and budget process, with community input, to ensure all transportation projects are fiscally sustainable and support community needs.				
Recommended Action	Priority	Participants	Funding	Success Measure	Resources
3.1-A: Develop a City Transportation Masterplan	1 and ongoing	UDOT, Transportation Consultant, Willard City ¹	Budget allocation (\$)	Adopt policies, standards, and plan.	Annual budget
3.1-B: Develop a Capital Improvements Plan	1 and ongoing	UDOT, Transportation Consultant, Willard City ¹	Budget allocation (\$)	Adopt policies, standards, and plan.	Annual budget

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3.1-C: Community Involvement in developing transportation priorities	1 and ongoing	UDOT, Transportation Consultant, Willard City ¹	Budget allocation (\$)	Adopt policies, standards, and plan.	Annual budget
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Housing Action Table

HOUSING					
Goal 1	Protect all existing affordable residential units, as practicable, requiring a no net loss of affordable units, and provide opportunities for the construction additional affordable residential units.				
Objective 1.1	The City supports the provision of affordable housing. Affordable housing opportunities are encouraged when found to comply with the General Plan and all applicable requirements.				
Action	Priority	Participants	Funding	Success Measure	Resources
1.1-A. The City will provide a workable and robust, cluster subdivision and site planning option to encourage the provision of affordable housing units.	1 and ongoing	Willard City, City Attorney, Consultant	Budget allocation (\$)	Land Use Ordinances amended, as required	Annual budget
1.1-B; Consistent with other Plan statements, the location of affordable housing units is prioritized and encouraged at development locations where required services are available.	1 and ongoing	Willard City, City Attorney, Consultant	Budget allocation (\$)	Amend Land Use Ordinances and Zoning Map, as required	Annual budget

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Goal 2		Support the ability of residents to remain in their homes			
Objective 2.1		As practicable, the City shall protect all existing affordable housing residential units, requiring a no net loss of affordable units, and will provide opportunities for additional affordable residential dwelling units			
Action	Priority	Participants	Funding	Success Measure	Resources
2.1-A: Allow accessory dwelling units (external and internal) in residential zones	1 and ongoing	Willard City, City Attorney, City Planner, Consultant (as required)	No direct requirement	Accessory Dwelling units permitted, Land Use Ordinances amended, as required	State of Utah
2.1-C: As allowed, manage, and regulate the number of short-term rentals to mitigate their impact on the existing housing stock.	1	Willard City, City Attorney	No direct requirement	Necessary policy and ordinance revisions	State of Utah
Objective 2.2		Facilitate an affordable housing work program encouraging the production of more affordable housing units			
Action	Priority	Participants	Funding	Success Measure	Resources
2.2-A: Allow a variety of housing types	1	Willard City, City Planner, Developers	Budget allocation (\$)	Land Use Ordinances amended, as required	Annual budget
2.2-B: Regularly review State of Utah information on housing supply, demand, and affordability.	2	Willard City, City Planner, Consultant (as required)	Budget allocation (\$)	Housing review (each 2-years)	Annual budget, State of Utah
Goal 3		Allow higher density or moderate-income residential development at identified locations			
Reserved					

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Goal 4	Continue directed, responsible, and sustainable maintenance and capacity expansions of infrastructure and services to facilitate the construction of affordable housing options.				
Reserved					

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Community Vision

Public outreach and engagement events were used to build the community's vision for the Plan's land use element. Engagement events included interviews with City stakeholders, surveys, and two public open houses. During the first public open house, a Strengths, Weaknesses, Opportunities, and Threats Analysis ("SWOT") was conducted. Also, at the first public open houses attendees participated in an APAE ("Achieve, Preserve, Avoid, Eliminate") analysis and a mapping exercise. A survey was conducted for residents and others to offer their thoughts and opinions on the City's future. This survey was available in both paper and online formats.

Along with the survey, consultants reached out to stakeholders who wished to be interviewed—this process allowed for more in-depth conversations with interview participants. Finally, a second public house was open to Willard residents to share an update on plan progress, summarize what we heard at the first workshop, and gain additional targeted information on land use, transportation, and housing. This information formed a solid path for the Planning and Development Services, LLC consultant team to formulate a preliminary General Plan.

Land Use Themes

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When discussing land use, residents expressed consistent themes. They would like to keep Willard rural and maintain its small-town charm. Preserving agricultural lands and natural resources/open spaces was a high priority to preserve that charm. Residents expressed concerns about the threat that uncontrolled residential growth could be to community charm and rural protection. Without adequate and necessary protections of the City's existing rural spaces and small-town charm, residents are fearful that they may lose their sense of community and quality of life.

Even though they expressed concerns about new development, Willard residents are not opposed to all growth. Instead, they want it to occur incrementally and responsibly.

Residents support sustainable and innovative growth that endorses low-density residential developments like infill and accessory dwelling units ("ADUs"). In addition, residents support commercial developments strategically being located, including at the Interstate 15 and 750 North Street node. In summary, Willard residents do not oppose growth. Rather, they have asked that all new developments respect and

Community members expressed concerns about the availability of culinary water and secondary water. They asked that the City ensure the adequacy of available culinary water and secondary water supplies before any new developments are approved. The City should first ensure that there is adequate water to support the City's existing population and land uses before incurring additional demands for potable and secondary water. Residents asked that water services, including maintaining quantity and quality, be provided concurrently with any new demands for these public services. Residents asked for a strategic approach with sufficient services capacities and infrastructure in place either before, or concurrent with, new development.

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Figure 14: Buildable lots overlooking Interstate 15 and Willard Bay

Future Land Use

The following map details the guide for future land use occurring in Willard City. These uses are reflective of both current uses and the pressures that the City faces as the Wasatch front continues to grow and change. Each of the land uses shown on the map are described in detail. This map was created with strong community input and through several drafts in cooperation with the City Council and Planning Commission, respectively. The map is based on the Land Use related goals that were listed at the beginning of the Land Use chapter. These are:

- ♦ **Land ownership and recognition and respect for private property rights.**
- ♦ **Existing land uses and the community's needs for housing, nonresidential land uses, including commercial and industrial activities, parks and open space, governmental facilities and services, and other land uses.**
- ♦ **Existing zoning patterns and consistencies between regulations and the community's vision.**
- ♦ **Regional development plans and pressures, and changing land use preferences; and The**
- ♦ **realities of direct and indirect connections between land uses and transportation need**

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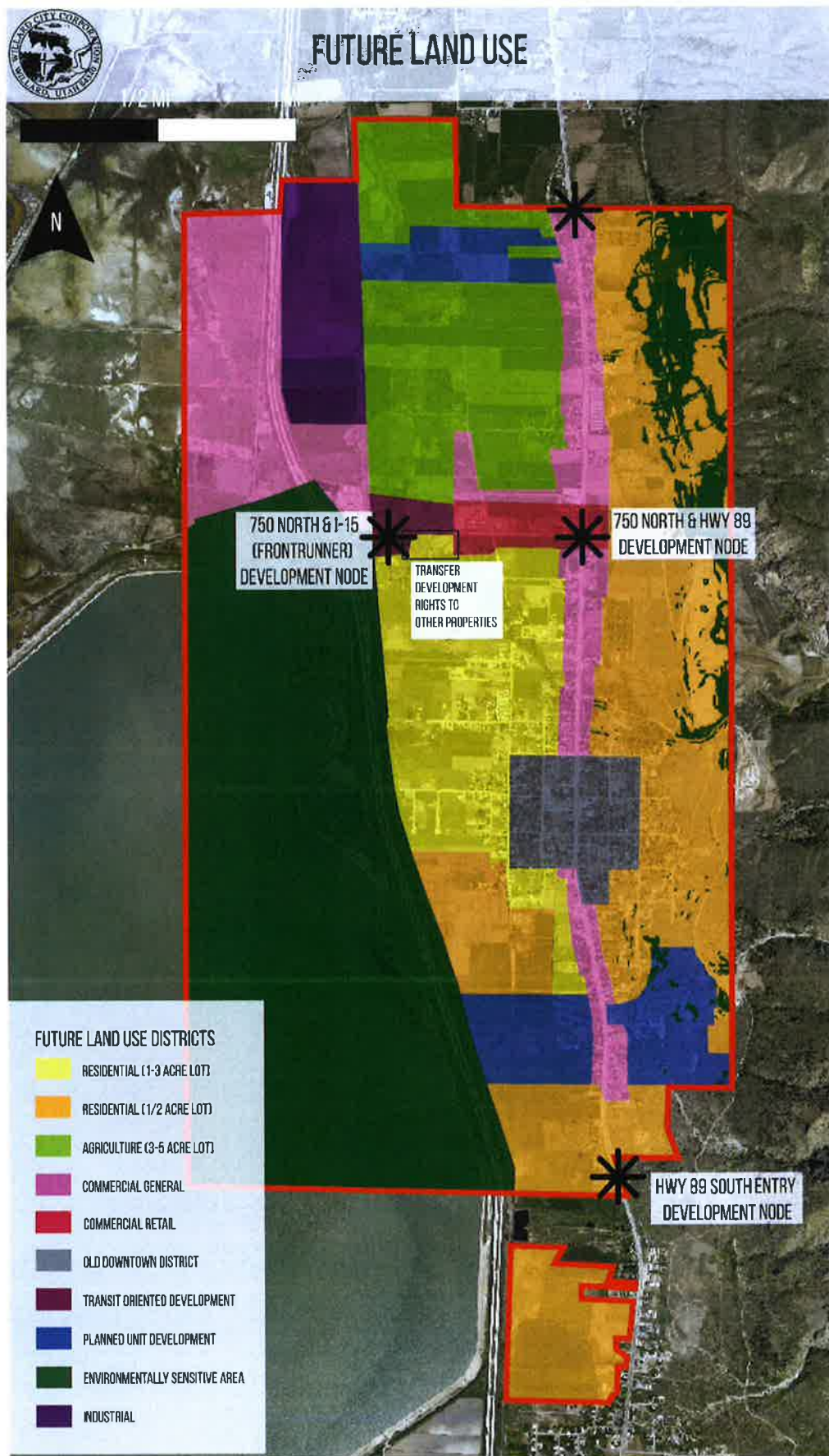


Figure 15: Willard Future Land Use Map (2023)

Residential:

The Future Land Use Map provides two (2) residential districts, Residential (1–3-acre lot) and Residential (0.5- 1 acre lot). For each residential district, the lots sizes identified are minimum required standards.

The purposes of the two (2) residential districts are similar, to recognize existing development patterns and provide residential settings that are safe, attractive, convenient, and in desirable locations for long-term residential enjoyment, uses and associated activities. As these areas continue to develop, they must provide access to required transportation and circulation systems, including active transportation facilities, including trails, and biking routes.

Residential 1–3-acre lot – Recommended Use/Density – Residential (and associated activities) / One Dwelling Unit per 1-3 acres, and larger for owners seeking property assessment under the Utah Farmland Assessment Act or Greenbelt Act.

Residential 0.5-acre lot – Recommended Use/Density – Residential (and associated activities) / One Dwelling Unit per 0.5 acres – 1 acre, and larger for owners seeking property assessment under the Utah Farmland Assessment Act or Greenbelt Act.

Agriculture:

"Willard City has a rich rural, agricultural history. The citizens have worked to maintain the rural and small-town qualities of the City" (Annexation Policy Plan). Residents desire to continue to recognize that heritage of areas where rural pursuits, agricultural activities, and the grazing of animals are allowed and protected.

Maintaining the small-town and rural ambiance will not be easy as the City faces constant growth pressures from the north and south. City officials and residents must remain committed to protecting the small-town qualities of their City and protecting the City's agricultural heritage. This Plan provides various policy statements to guide future land use and community decisions applicable to the City's Agricultural Heritage Areas.

The Agriculture District (Future Land Use Map) provides areas of the City determined appropriate to provide opportunities for low density residential development patterns (minimum lot size 3 – 5 acres) and the protection of viable agricultural soils. The Agriculture area promotes agriculture, as determined by the landowner, based on the area used for viable agriculture, the opportunity to qualify such areas under farmland, or green belt, property taxation assessments. Agriculture provides protection for existing agricultural and rural activities and uses, including alfalfa and other cropping, orchards, and associated fruit and produce stands, vegetable gardens, and the keeping of animals.

Recommended Use/Density – Residential (and associated activities) / One Dwelling Unit per 3 to 5 acres, and larger for owners seeking property assessment under the Utah Farmland Assessment Act or Greenbelt Act.

Commercial:

Two (2) "Commercial" districts are provided. "Commercial General" provides opportunity for the establishment of various nonresidential uses. These uses may include professional

and government offices, light industrial, and various other nonresidential activities that are determined compatible with their adjacent Agriculture and Residential Use categories. The "Commercial Retail" district is provided for the exclusive use of retail sales of commercial goods and services. Both the Commercial General and Commercial Retail districts required that any uses proposed to be located on Highway 89 and 750 North Street must demonstrate and include necessary vehicular and pedestrian safety strategies in all site development plans.

Recommended Use/Intensity – Commercial uses, complying with the intensity standards of the City's ordinances, as adopted.

Old Town District:

The area bounded by 200 North, 200 South, 200 East, and 200 West Streets is recognized as the City's historic core. Presently, this area includes a mix of uses, including residential, commercial, and civic activities, including the elementary school and City Hall. This area contains historic buildings and features, including excellent examples of the City's rock-built homes and the City's original "grid pattern" of streets and lots.

Willard's Old Town District is centrally located. All efforts must be made to protect the continued integrity and amenity of this area. Designated on the National Register of Historic Places, the City shall work closely with various historic preservation agencies, including the Utah Division of State History, to protect, preserve, and enhance this area. The Old Town District must continue to be fully recognized and acknowledged in the City's history and as a centrally located civic gathering place.

Recommended Use/Density – Residential (and associated activities) / One Residential Dwelling Unit per 15,000 square feet.

Transit Oriented Development:

The Utah Transit Authority (UTA) has determined the location at the Interstate 15 (I- 15) and 750 North Street as a location for UTA's FrontRunner station. The UTA desires to work with Willard City to promote this area as a desired location for a transit- oriented neighborhood.

The provision of higher density residential uses associated with various compatible nonresidential activities is reminiscent of the nation's historical development patterns with residential dwellings with convenient access to required supporting services. This pattern encourages efficiencies in providing necessary utilities and services, supporting pedestrian and biking convenience, and avoiding inefficiencies in the use of land, water, and other services.

The City provides a Transit-Oriented Development Zone (TOD). This zone is intended to provide a variety of uses in proximity to various public transit services, including the UTA's Willard City Front Runner Station. A variety of residential uses and dwelling unit types can be offered, including providing moderate-income and affordable housing opportunities. Residential use areas will integrate commercial uses, including compatible local and regional shopping and professional offices.

Recommended Use/Intensity – A variety of compatible residential and nonresidential uses. Density and intensity of use is not predetermined but shall be established during

the project and site plan approval processes, complying with the intensity standards of the City's ordinances, as adopted.

Planned Unit Development – Master Planned Zoning:

The Future Land Use Map, 2022, provides three (3) areas for Master Planned Development opportunities. With the required General Plan amendment other areas of the City may also be appropriate for flexibly designed projects. For Willard City the Master Planned Zone can foster innovative subdivision and development designs by providing opportunities for a variety of residential densities and housing unit types. The Master Planned Zone allows development flexibility. In exchange, development must provide beneficial amenities for the development itself, the neighborhood, and for the City. Such amenities may include the protection of sensitive areas, parks and open spaces, infrastructure enhancements, design, and other benefits determined advantageous by City officials.

Recommended Use/Density – A variety of residential uses and housing types are allowed. Density shall be determined in conjunction with the project, neighborhood, and City benefits voluntarily being provided, complying with the intensity standards of the City's ordinances, as adopted.

Environmentally Sensitive Areas:

Lands designated as Environmentally Sensitive are so designated because of a naturally occurring landscape feature. These include the waters of Willard Bay, areas of steep slopes, high groundwater, and lands subject to seasonal or intermittent flooding. The waters of Willard Bay are managed by the authorities of the State of Utah. Included are the areas managed by Utah State Parks immediately adjacent to Willard Bay and including the Willard Bay State Park and its associated recreational and camping areas. An area of steep slopes exists on the eastern most boundary of the City. If any private parcels exist in these steep slope areas, and access is safely available, the allowed residential density is one (1) dwelling unit per 40 acres. If any area is identified as suitable for any residential use several goals must be achieved, the most important being to protect the personal safety and property of all persons residing in any environmentally sensitive area. As secondary goals, activities occurring on any environmentally sensitive area shall; (a) reduce requirements for public utility and service expenditures, (b) avoid placing residents in harm's way, and (c) minimize damage to natural slopes, watershed areas, groundwater, and associated wildlife habitats, soil erosion, and avoidance of degradation uses and activities.

Recommended Use/Density – Recreation and in areas that are privately owned – Residential (and associated activities) / One Residential Dwelling Unit per 40 acres if access and a safe building location can be determined. All publicly owned areas shall be preserved in their existing state.

Industrial:

One (1) "Industrial" area is provided, located in the north-western portion of the City. It is envisioned that this area will provide opportunities to establish light manufacturing activities and provide associated light industrial, manufacturing, and warehousing services employment. This area provides immediate access to the interstate freeway system via the 750 North-Interstate-15 (I-15) interchange.

Recommended Use/Intensity – Light Industrial complying with the intensity standards of the City’s ordinances, as adopted.

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CHAPTER 3

Transportation and Traffic Circulation

Introduction

Transportation is a key component in maintaining the community's vision for protecting its heritage and character while facilitating continued growth and access opportunities for its residents. This includes providing local and regional access for residents via motorized and non-motorized vehicles, providing enhanced pedestrian amenities and transit opportunities.

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Roadway Conditions

Willard City has regional access via the two north south routes of I-15 and Main Street (US Highway 89). These routes provide connections to neighboring cities and amenities to the north and south of the City. Within the City residential and local roadways provide direct access to homes and commercial development for Willard residents. To help maintain accessibility and mobility within the City's transportation network, principles of access management should be implemented within Willard City. Access management is the initiative-taking management of access location and use. The use of access management can impact the safety and efficiency of the roadways.

Access management guidelines are based on roadway classification. As identified in the Public Works Standards, Willard City identifies three types of roadway classifications. These include residential roadways, local / collector roadways, and arterial roadways. The ROW and use of each roadway type is shown in Table X. Roadway classifications are based on how they function, and it is important to note that direct residential accesses are often located on residential and collector streets. Willard City has a single five lane arterial, US Highway 89, running north south through the City which is owned and operated by UDOT. Additionally, the east west collector street, 750 North (SR 315), is also owned and operated by UDOT. There are no City arterials within Willard City.

Willard City Roadway Classification				
Street Designation	Purpose	Cross Sections	Right of Way	Number of Lanes
Residential	Provide access to homes within subdivisions	Standard Residential Low Impact Residential Minor Residential	50'-60'	2
Collector	Provide connection between residential roadways and subdivisions	Local Collector PUD	60'-66'	2-3
Arterial	Provide connectivity to regional destinations		Up to 110'	5-7

The Transportation Masterplan may further define these classifications.

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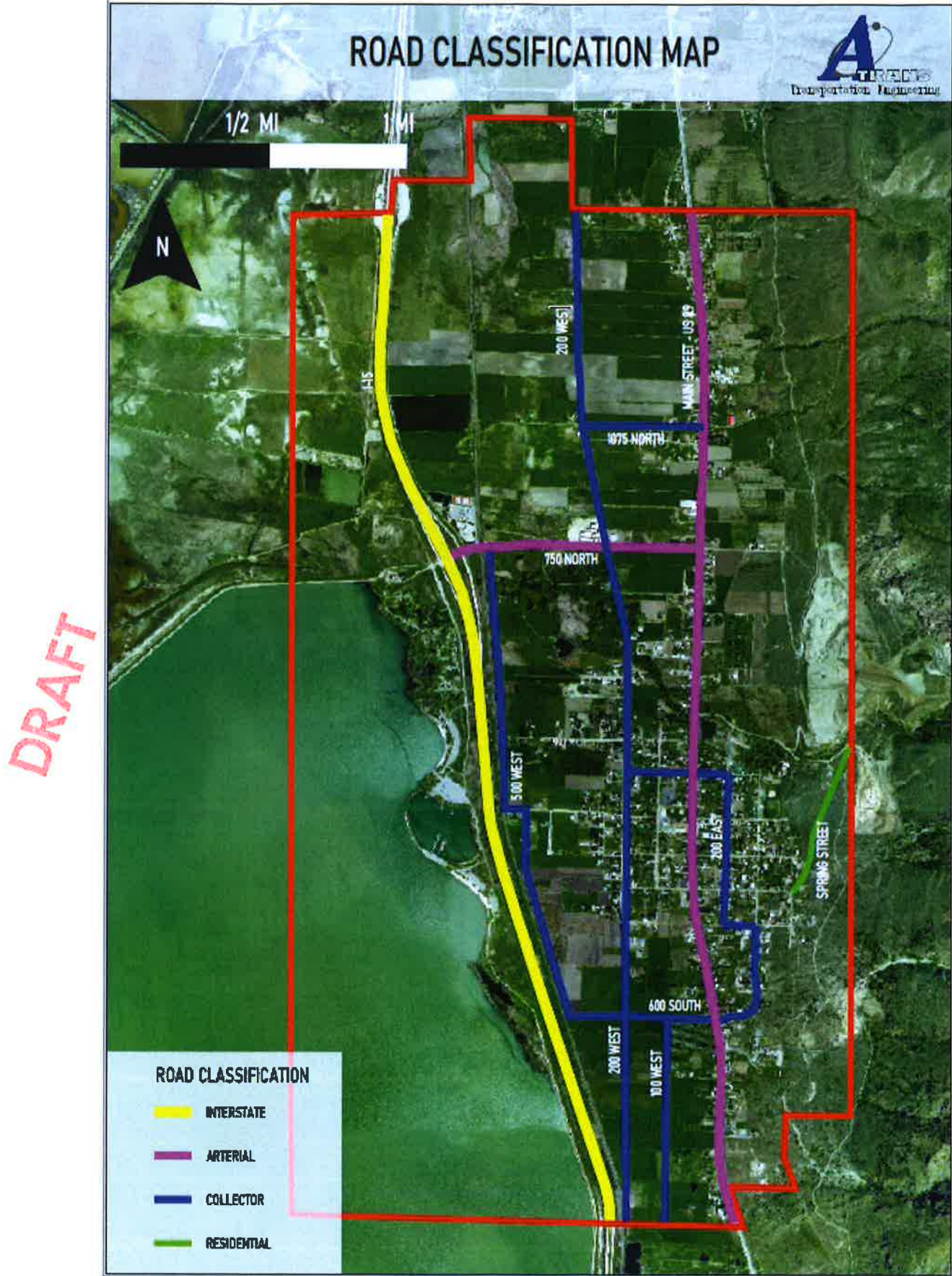


Figure 16: Willard Road Classification Map

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Willard City is located between Willard State Park and the Wasatch Mountains, providing opportunities for residents to have close access to the surrounding amenities including Willard Bay, Willard Park, and Willard Canyon.

Providing active transportation opportunities to enjoy these amenities is central to the vision of accessibility throughout the City. Active transportation plans include access for pedestrians and all non-motorized vehicles. The facilities essential to a multi-modal system may include sidewalks, trails, paths, and pedestrian bridges/tunnels. Connectivity across US 89 is an impediment to current Willard City residents and must be addressed as part of the Transportation Masterplan. As Willard continues to develop, a focus on connecting neighborhoods is important.

There is also a need for connectivity to Willard State Park across I-15 and the railway for multi-modal users. Providing additional access to the amenities of this state park off the primary road system will improve opportunities to access Willard Bay for non-motorized users and may increase the connection that Willard residents feel to the State Park. As the City develops and additional residential neighborhoods are added, A Safe Routes to Schools program for elementary age students must be established and maintained.

Public Transit

As Willard develops, it is important to provide transportation opportunities that encourage users to seek out multi-modal forms of transportation including public transportation. Utah Transit Authority (UTA) currently operates public transit opportunities near Willard City. UTA offers the Frontrunner commuter rail that ends in Ogden to the south of Willard City which provides connectivity to Davis, Weber, Salt Lake, and Utah Counties. UTA runs a bus service, Route 630 with 12 stops along US 89 throughout the entire City to provide connection to the north and south. As commercial and residential hubs are built, it is valuable to consider transit as an opportunity for moving residents to their desired destinations. As Box Elder County continues to develop there may be opportunities for On-Demand transit as UTA has implemented in other counties.

Appendix

Box Elder Together Plan Items

1. **Regional Cooperation.** Our County (Box Elder County) and its cities, towns, and communities proactively work in cooperation to take advantage of opportunities and address issues that affect all of us.
2. **General Growth Patterns.** We invest in our towns and cities that have served us well for generations. We encourage most new growth to happen in these communities, maintaining safe, vibrant, and prosperous places for future generations. We preserve and protect our agricultural and natural lands that surround our cities and towns. We encourage strategies that enable long-term agricultural pursuits and support our rural atmosphere.
3. **Agriculture & Rural Character.** Agriculture is an important part of our history, heritage, and economy, as well as an important part of our future. We actively preserve orchards and the small fruit industry as well as our farms and ranches.
Cluster development near cities to focus growth and protect remaining agricultural land from dispersed development.
Designate agricultural heritage areas to preserve options for large-acreage farming & ranching.
4. **Natural Resources.** We conserve our natural resources, which have inherent value and contribute to our quality of life in Box Elder County.
5. **Quality Neighborhoods.** We provide a variety of living options in our County and encourage the development of neighborhoods that will support residents with various incomes and through all stages of life. We protect opportunities to live in a rural atmosphere but focus most growth to new neighborhoods in our cities and towns.

Preserve and enhance existing neighborhoods and increase walkability. Create walkable new neighborhoods with a variety of housing options and open space.

6. **Downtowns & Mixed-Use Areas.** Supporting vibrant growth in downtowns and mixed-use areas enable outlying areas of Box Elder County to maintain a rural feel and our cities and towns to cultivate a lively small-town atmosphere. By focusing the County's jobs, shopping, dining, and significant residential growth in these areas rather than dispersing growth across our County, we enable the "hearts" of our various communities to thrive while preserving surrounding agricultural lands.

Downtown Brigham City and Tremonton are the centers of activity—the destination for shopping, dining, and entertainment, supporting strong working and living environments. Smaller communities, including Willard and Perry, foster small, walkable districts for gathering, shopping, and dining.

7. Jobs & Economic Development. We are a part of one of the most vibrant regions in the country and home to a high quality of life that can attract employers. We will create more family-sustaining jobs in Box Elder County.

Attract and partner with employers in key industry sectors to locate in our downtowns and in industrial areas.

8. Outdoor Recreation, Parks & Trails. We value access to the great outdoors. We will develop a robust recreation network that improves access to recreational activities and land.

Local trails connect residents to a regional network. Regional trails provide access to our beautiful rural and natural setting.

9. Transportation & Infrastructure. We make sustainable, efficient, and convenient infrastructure choices that place Box Elder County and its communities in a strong position for the future. Infrastructure systems include transportation, water, sewer, waste disposal, broadband, and energy.

These principles align closely with the future that Willard residents envision for their City. As one example, agriculture and rural character is a top priority for the community. While land use planning plays a key role in the preservation of agricultural lands, other policies and programs are needed to help support local farmers and ensure the economic viability of these heritage industries. Several of these programs are referenced in the Box Elder Together Plan.

Utah State Code 10-9a-402 allowed Municipal regulations.

- (A) rezone for densities necessary to facilitate the production of moderate-income housing;
- (B) demonstrate investment in the rehabilitation or expansion of infrastructure that facilitates the construction of moderate-income housing;
- (C) demonstrate investment in the rehabilitation of existing uninhabitable housing stock into moderate income housing;
- (D) identify and utilize general fund subsidies or other sources of revenue to waive construction related fees that are otherwise generally imposed by the municipality for the construction or rehabilitation of moderate-income housing;
- (E) create or allow for, and reduce regulations related to, internal or detached accessory dwelling units in residential zones;
- (F) zone or rezone for higher density or moderate-income residential development in commercial or mixed-use zones near major transit investment corridors, commercial centers, or employment centers;
- (G) amend land use regulations to allow for higher density or new moderate income residential development in commercial or mixed-use zones near major transit investment corridors;
- (H) amend land use regulations to eliminate or reduce parking requirements for residential development where a resident is less likely to rely on the resident's vehicle, such as residential development near major transit investment corridors or senior living facilities;
- (I) amend land use regulations to allow for single room occupancy developments;
- (J) implement zoning incentives for moderate income units in new developments;

- (K) preserve existing and new moderate income housing and subsidized units by utilizing a landlord incentive program, providing for deed restricted units through a grant program, or, notwithstanding Section [10-9a-535](#), establishing a housing loss mitigation fund;
- (L) reduce, waive, or eliminate impact fees related to moderate income housing;
- (M) demonstrate creation of, or participation in, a community land trust program for moderate income housing;
- (N) implement a mortgage assistance program for employees of the municipality, an employer that provides contracted services to the municipality, or any other public employer that operates within the municipality;
- (O) apply for or partner with an entity that applies for state or federal funds or tax incentives to promote the construction of moderate income housing, an entity that applies for programs offered by the Utah Housing Corporation within that agency's funding capacity, an entity that applies for affordable housing programs administered by the Department of Workforce Services, an entity that applies for affordable housing programs administered by an association of governments established by an interlocal agreement under [Title 11, Chapter 13, Interlocal Cooperation Act](#), an entity that applies for services provided by a public housing authority to preserve and create moderate income housing, or any other entity that applies for programs or services that promote the construction or preservation of moderate income housing;
- (P) demonstrate utilization of a moderate-income housing set aside from a community reinvestment agency, redevelopment agency, or community development and renewal agency to create or subsidize moderate income housing;
- (Q) create a housing and transit reinvestment zone pursuant to [Title 63N, Chapter 3, Part 6, Housing and Transit Reinvestment Zone Act](#);
- (R) eliminate impact fees for any accessory dwelling unit that is not an internal accessory dwelling unit as defined in Section [10-9a-530](#);
- (S) create a program to transfer development rights for moderate income housing;
- (T) ratify a joint acquisition agreement with another local political subdivision for the purpose of combining resources to acquire property for moderate income housing;
- (U) develop a moderate-income housing project for residents who are disabled or 55 years old or older;
- (V) develop and adopt a station area plan in accordance with Section [10-9a-403.1](#);
- (W) create or allow for, and reduce regulations related to, multifamily residential dwellings compatible in scale and form with detached single-family residential dwellings and located in walkable communities within residential or mixed-use zones; and
- (X) demonstrate implementation of any other program or strategy to address the housing needs of residents of the municipality who earn less than 80% of the area median income, including the dedication of a local funding source to moderate income housing or the adoption of a land use ordinance that requires 10% or more of new residential development in a residential zone be dedicated to moderate income housing; and

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Appendix 1

Land Use Element Introduction

Willard's Land Use Element captures how land in the City is currently used and the community's preferences for how these lands should be used in the future. Land use influences all residents by affecting their quality of life, access to essential services, access to recreational and active lifestyle choices, the health and wellbeing of the surrounding environment, the financial sustainability of government systems, and the maintenance of community character and image. The Land Use Element considers:

- **Land ownership and recognition and respect for private property rights.**
- **Existing land uses and the community's needs for housing, nonresidential uses, including commercial and industrial activities, parks and open space, governmental facilities and services, and other land uses.**
- **Existing zoning patterns and consistencies between regulations and the community's vision, as adopted in the Willard City General Plan.**
- **Regional development plans and pressures and changing land use preferences; and The realities of direct and indirect connections between land uses and transportation needs.**

Existing Character and Build-Out

Willard City is nestled between mountains, Willard Bay, and the Great Salt Lake, along the growing Wasatch Front. Despite regional increases in population and development, Willard has retained, to date, its agricultural and rural character. The City's biggest land uses in 2019 were Agriculture and Open Space. Willard is located along Highway 89 in northern Utah, which has historically been referred to as "fruit way" in this area because of the number of orchards and fresh fruit stands that line the highway. Open spaces and recreational opportunities are numerous, provided by the Willard Bay State Park, the City's park system, and Willard Canyon. In 2022 City's residential lands are characterized by large lot sizes, modest homes, and unparalleled views, while lands used for commercial purposes are minimal, and concentrated along Highway 89 and 750 North Street. There are some industrial uses, including a large area used for active gravel mining along the foothills, and retention ponds and utility facilities are west of Interstate 15.

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The General Plan's Land Use Element provides guidance, acting as a roadmap for the City's elected and appointed officials, staff, community members, and property owners. The Land Use Element is provided to ensure that all future land uses decision-making recognizes the treasures of the City and preserves the qualities of Willard City to create a sense of place that residents cherish. These qualities were captured in the Plan's vision statement and goal statements, including the associated objective and action statements.



Figure 7: Land Use Character of Willard, Utah. Credit: Patrick Ruiz, 2021 and Delaney Sillman, 2022.

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The Importance of Land Use Planning

Land use planning establishes a vision for the future pattern of development in a community. Land uses cannot and should not be considered in isolation from other plan elements. Each plan element must demonstrate connectivity to other plan elements, including the element's goals and policies. The Land Use Element can act as the bridge between a plan's other sections.

Thoughtful land use planning ensures that households have access to required services, including transportation and recreational amenities, that schools are supported, that vibrant commercial

Centers and community gathering places are provided and supported and that municipal services and infrastructure are available efficiently, and responsively. Land use is an influential determinant of community character and the quality-of-life attributes available to residents.

The Land Use Element for the Willard City General Plan establishes land use goals, objectives, and action items for community "character areas".

State Code Requirements

The Willard City General Plan Land Use Element complies with all Utah State Code requirements for a Land Use Element. The Land Use Element "designates the long- term goals and the proposed extent, general distribution, and location of land for housing for

residents of various income levels, business, industry, agriculture, recreation, education, public buildings and grounds, open space, and other categories of public and private uses of land as appropriate (§10-9a- 403)."

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Community Connection

The 2021 Willard Community Survey found that “Land Use Conflicts” was the single most critical challenge facing the community.

Survey participants recognized increased development pressure on agricultural and

open spaces because of regional population growth. They also worried about incompatible uses, including existing quarrying operations, water constraints, and conflicting values such as expanding the tax base while preserving a small-town feel.

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Willard Land Use

How is Land Currently Used in Willard?

The City's biggest land uses in 2021, are Open Space (1679.38 acres), primarily because of the City's mountainous, eastern most areas, Agriculture (1601.00 acres), and Single Family Residential (546.86 acres). These land uses play a role in establishing the City's rural and small-town character. A map of current land uses is provided as Figure 8. Figure 9 shows the acreage associated with each land use in the City.

Like many farming and agricultural-based communities Willard City finds itself at a pivotal moment. Some agricultural communities have determined that moving towards a suburban land use pattern is the best option for supporting future growth. Others have worked to guide land use changes to preserve their small-town attributes and character. While significant future challenges will continue to emerge, including market pressures, the Willard City General Plan's Land Use Element recognizes the strong community sentiment that the City's small-town character be preserved. Accordingly, the Land Use strategies and actions established by this Plan seek to preserve the unique Willard City small town qualities.

Open spaces in Willard combine to provide nearly one (1) acre of open space per person in 2021. This is due largely because of the City's mountainous eastern areas and Utah State's Willard Bay State Park, located immediately west of Interstate 15. This abundance of open spaces is one of Willard's greatest assets. The future challenge for the City will be to expand and facilitate resident access to these open spaces and ensure that open space lands and waters are providing the recreational amenities and ecosystem protections demanded to meet resident and visitor needs.

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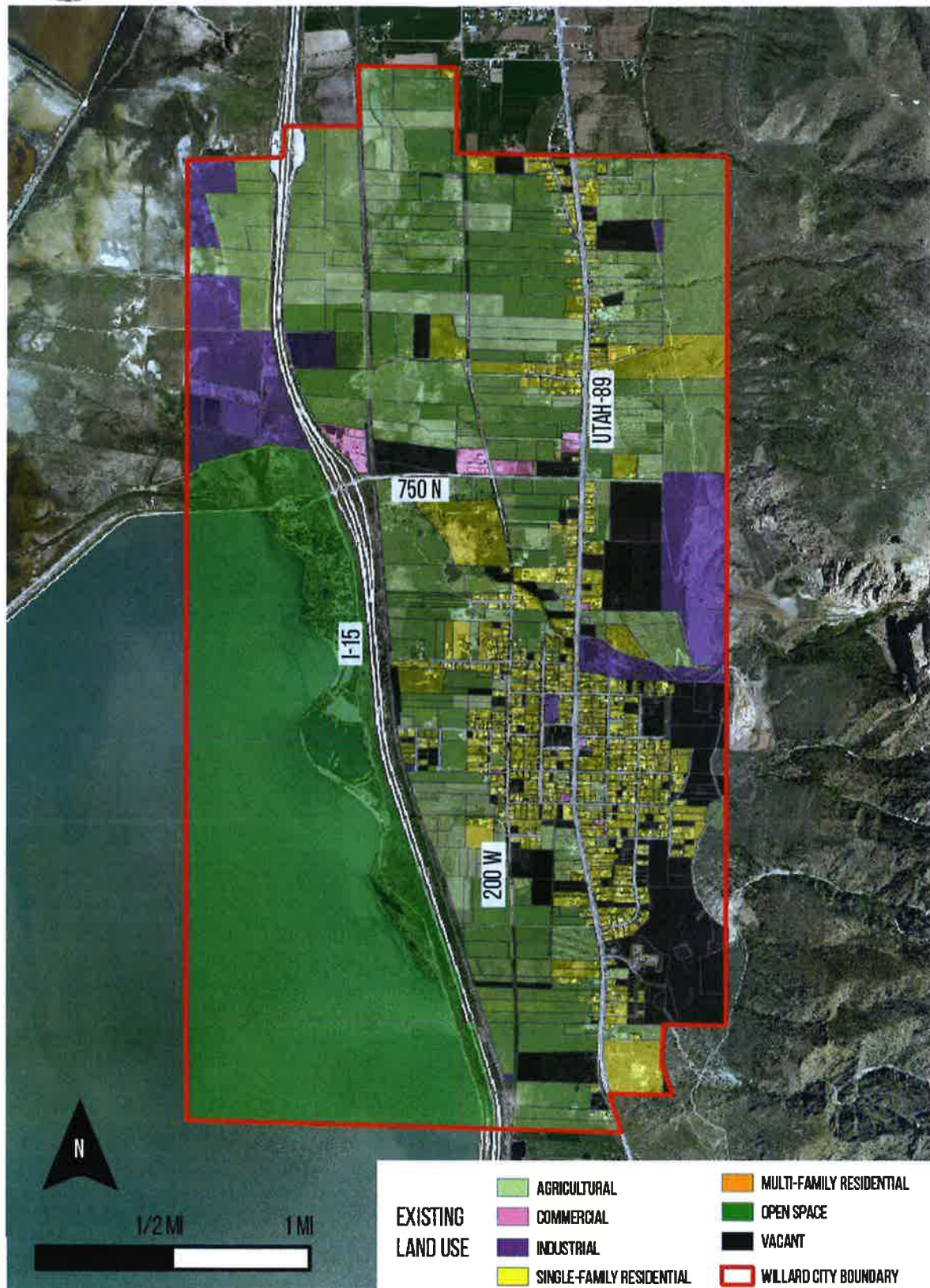


Figure 8: Existing Land Uses within Willard City, October 2021.

As Figure 8 highlights, less than 0.5 acres of multi-family residential uses existed in 2021. Single-family residential dwellings are essentially the only residential housing choice available to Willard residents. This may have impacts on Willard City in the future as housing costs rise and young couples and others struggle to find affordable housing in the community that they grew up in. Land used for commercial purposes is also small at just under 30 acres (29.76 acres). Existing commercial uses are located along Highway 89 and at the intersection of Interstate 15 and 750 North Street. The limited existing commercial activities primarily occur alongside and related to agriculture, which is reflective of the rural community. However, the limited

existing commercial activities fail to provide residents with immediate and convenient access to required goods and services and a diverse and resilient City tax base.

Industrial uses include gravel mining activities in the City's foothills. In some instances, particularly in the more central areas of the City industrial activities that abut residential areas do not provide meaningful separations and buffer areas and treatments. During community engagement efforts, community members voiced strong objections to the existing gravel pits and comments that the City vigorously opposes any expansions of existing pits and the establishment of any new gravel pits. . It is likely that the lack of buffer areas between uses and the impacts to air quality and gravel trucks on State, County, and City roads and streets contributes to the negative sentiments. A sizable portion of Willard City (396.23 acres) is vacant land. These lands are not used for open space and have not yet been developed for a specific use. Development of these vacant lands over time has the potential to affect the character.

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ACREAGE BY EXISTING LAND USE:

Landuse Category	Total Acreage
Agricultural	1601.00
Commercial	29.76
General Industrial	292.68
Industrial	95.68
Single Family Residential	546.86
Multi-Family Residential	0.32
Open Space	1679.38
Vacant	396.23

*Figure 9. Existing Land use in Willard Credit:
Planning and Development Services, LLC., using data from
WFRC and Box Elder County Land Use Parcels. (2021)*

4642

Total Acres



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Zoning

Willard City's Zoning Plan

What is Zoning and How Does it Differ from the General Plan's Land Use Element?

Utah's municipalities are granted land use authority, including the ability to pass and enforce various ordinances, including a zoning ordinance, by Utah State Code 10-9a et. seq. The concept of zoning determines the allowed uses for each land parcel, including whether the allowed use should be permitted, conditional, temporary, or seasonal use. Zoning also determines if a use should be prohibited, either within the City, or within a particular zoning district. The City's zoning ordinance also provides the development and site standards for each allowed use. A municipality's adoption of a zoning ordinance is allowed as an exercise of the municipality's "police power." A zoning ordinance, with its various standards and requirements should promote and advance the policies of the community's general plan and protect its public health, safety, or welfare.

While land use broadly describes what activities are presently occurring on a parcel of land, zoning sets standards and criteria for what uses, designs, or intensities are allowed. For example, three parcels within a residential zoning district may have different allowed land uses: a single-family home, an elementary school, and a public park. Zoning prescribes the activities that may occur in a zoning district (or zone), but the existing use activity is the land use. An inventory of Willard's land uses is provided in Chapter 1 as well as Willard's zoning regulations.

Although property owners can occasionally be wary of zoning restrictions, zoning has a long and legally supported history in the United States and in Utah. To offset any infringement on individual property rights, zoning restrictions, like other police powers, should protect and promote the health, safety, and welfare of the community by the least intrusive means possible. A responsible zoning plan offers various community benefits:

- Requires that uses and development plans be consistent with the General Plan, thereby implementing the City's General Plan goals.
- Ensures decisions regarding the built environment reflect the community's vision and meets community and resident needs.
- Builds appropriate acknowledgements and connections between the naturally occurring and built environments.
- Promotes uses and developments that support the community's fiscal amenities and encourages fiscal and environmental sustainability.
- Prevents haphazard, inconsistent, or subjective land use decisions, and
- Protects the community's public health, safety, and welfare by avoiding nuisances including polluting, dangerous, or otherwise undesirable land uses.

Compared to similarly sized communities, Willard City's zoning scheme is well-defined and detailed. The foothills of the Wasatch Range and the shoreline of the Great Salt Lake are zoned as a Multi-Use Zoning District (MU-40) addressing the sensitivities and protection of lands, waters, and open spaces adjacent to the mountains and bay, the 40-acre lot size reduces the potential for subdivisions and excessive development and a subsequent need for utilities. The City provides a Planned Development (PD) Zone at the City's north and south entrance locations on Highway 89 (Figure 9). The existing land use is primarily residential activities. The only General Commercial (C-G) zoning district is the 750 North Street and Interstate 15 intersection (the Interstate 15 Freeway exit/on ramps). Residents have expressed the preference to further develop this location as a commercial node (discussed in the following sections). Willard does employ a Commercial Neighborhood (C-N) zoning district that allows small-scale retail and services at various locations along the Highway 89 corridor.

The Old Downtown Willard (ODW) zoning district applies to the City's historic core. This zoning district (zone) follows the boundaries of Willard's designated historic district and protects established historic uses, buildings, and design features. The ODW district has special provisions for infill development and protection for the architectural and historic character of buildings and environmental factors. Moving away from the historic core and along Highway 89 is the Residential ½ Acre District (R-½). This district allows for residential development that mirrors the lot sizes allowed within the historic downtown district. Front yard setbacks tend to be modest, with homes located close to the road, even along Highway 89.

The remaining areas of Willard City, and including the City's northwest quadrant, are devoted almost exclusively to agricultural zones (A-3 and A-5). These districts allow large lot sizes and allow for Willard's traditional agricultural uses, but they do not necessarily protect sensitive lands, including wetland areas and naturally occurring drainage ways from residential or other development types. Following trends occurring in rural areas across the nation, Willard City's supply of agricultural lands has declined during the past couple of decades. As highlighted earlier, Willard City is now at a pivotal moment. How the City proceeds over the next few years to reinforce its small-town character will be determinative of its future character and purpose

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WILLARD CITY

Current Zoning - September 2021

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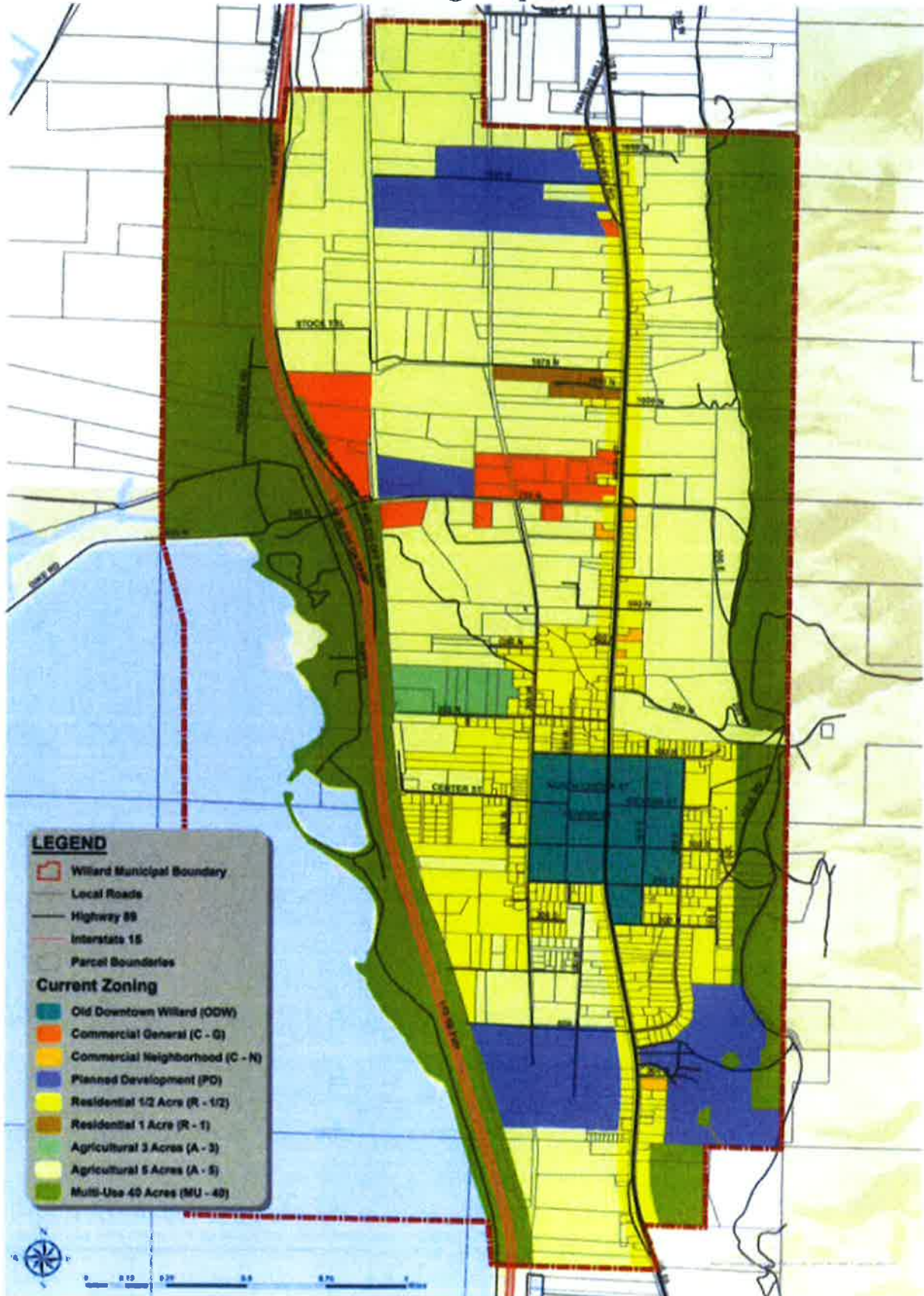


Figure 9: Willard City Zoning Map

Credit: Willard City, 2021

Community Needs Assessment

Residents of any community have various needs they hope their community can provide. These may include access to healthy and affordable food, safe and reliable shelter, employment and educational opportunities, recreation opportunities, public safety protections, including police and fire services, and a responsive and transparent local government. The following paragraphs provide information about Willard City's performance in these community service categories.

Food Access



The City has the Apple Creek Amish Market, which supplies grocery needs, including meats, cheeses, breads, and desserts. The Flying J Travel Plaza/Center also features a convenience store which can be used to fill some immediate food needs. However, neither of these markets offer a wide supply of produce or other healthy foods. Fortunately, Willard is located along Utah's "Fruit Way". During the summer and fall months, produce stands can be found along Highway 89, supplying residents with many of the fresh fruits and vegetables they require. Residents may also take advantage of the area's fertile soil to grow their own food. Additionally, Willard residents 60 years and over who are homebound or experiencing mobility or other physical challenges may utilize the Meals on Wheels program from the Brigham City Senior Center. However, residents are required to commute to nearby municipalities, including Brigham City, North Ogden, Ogden, or another location for their grocery shopping, and for other commodities.



Credit: Salt Lake Tribune, 2013.

Housing

Willard City provides 619 housing units in 2019 (ACS 5-Year Estimates). Of these units, 91.4% were single-family detached units. Between 2010 and 2019, the average monthly mortgage on these units increased by nearly 29%, to \$1,462 (ACS 5-Year Estimates). There were only nine total single-family attached housing units (townhomes) in 2019, and the supply of individual apartment units was even smaller. Willard City does supply an estimated 36 mobile home units. Despite the limited options in housing type, Willard residents generally spend less than 30% of their household income on housing which is considered affordable by US standards.

However, as the population grows and if housing construction declines, it is expected that the share of cost-burdened households will rise. Additional programs may be needed to assist residents with down-payments or unexpected maintenance costs. Housing will be discussed in greater detail in Chapter 4.

Employment

Employment opportunities within Willard are limited. Although the City's roots are in ranching and agriculture, few residents remain employed in these industries. In 2019, 99% of Willard's labor force commuted out of Willard for employment (see Figure 10). According to the U.S. Bureau of the Census, 117 jobs are available in Willard. These employment opportunities are at the elementary school, post office, City government and services, and Willard's limited retail and service providers. In 2019, Willard residents primarily commuted to Ogden, Brigham City, and Salt Lake City for work (U.S. Census OntheMap, 2019).



Figure 10: Inflow and Outflow of Workers - Willard City, 2019.

Education



Within Willard, there is one (1) elementary school, located in the historic downtown area. The elementary school provides pre-school, half-day kindergarten, and full-day first grade. The City also provides bus services to nearby middle and high schools. The COVID-19 pandemic has increased options for online learning, while simultaneously exacerbating pre-existing access challenges. According to the Utah Residential Broadband Map, however, Willard receives good coverage to support remote working and learning opportunities. All residential areas receive recommended speeds of 100 mbps download and 20 mbps upload (Governor's Office of Economic Opportunity, 2022).

Public Safety



Willard City has a functioning fire and police department. The police department is currently growing, as the City's population increases as well as visitor number to the City. Additionally, in the past the City has provided resources for a Community Emergency Response Team. The last training for this team was provided in 2013, upkeep and continuing education should be a priority for the City. The police department is very responsive to community needs and calls. Although the force is relatively small, the City is currently planning to add officers and plans to continue to do so into the future as the community continues to grow.

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Willard benefits from varied recreational opportunities. The City hosts three local parks: Willard Park, Willard Creek Park, and Willard Children's Park. The City also has access to trails in Willard Canyon. One of Willard's biggest attractions is the State of Utah's Willard Bay State Park located by the iconic Great Salt Lake. However, residents during General Plan public engagement events expressed little connection with the adjacent bay and state park. High, out-of-City visitation discourages locals from using these facilities. Opportunities exist to connect Willard's multiple recreational opportunities to a regional system of greenways and trails and expanding existing City parks. The City should consider all opportunities to provide additional City parks and recreational facilities.

Credit: Google Maps - User-Submitted



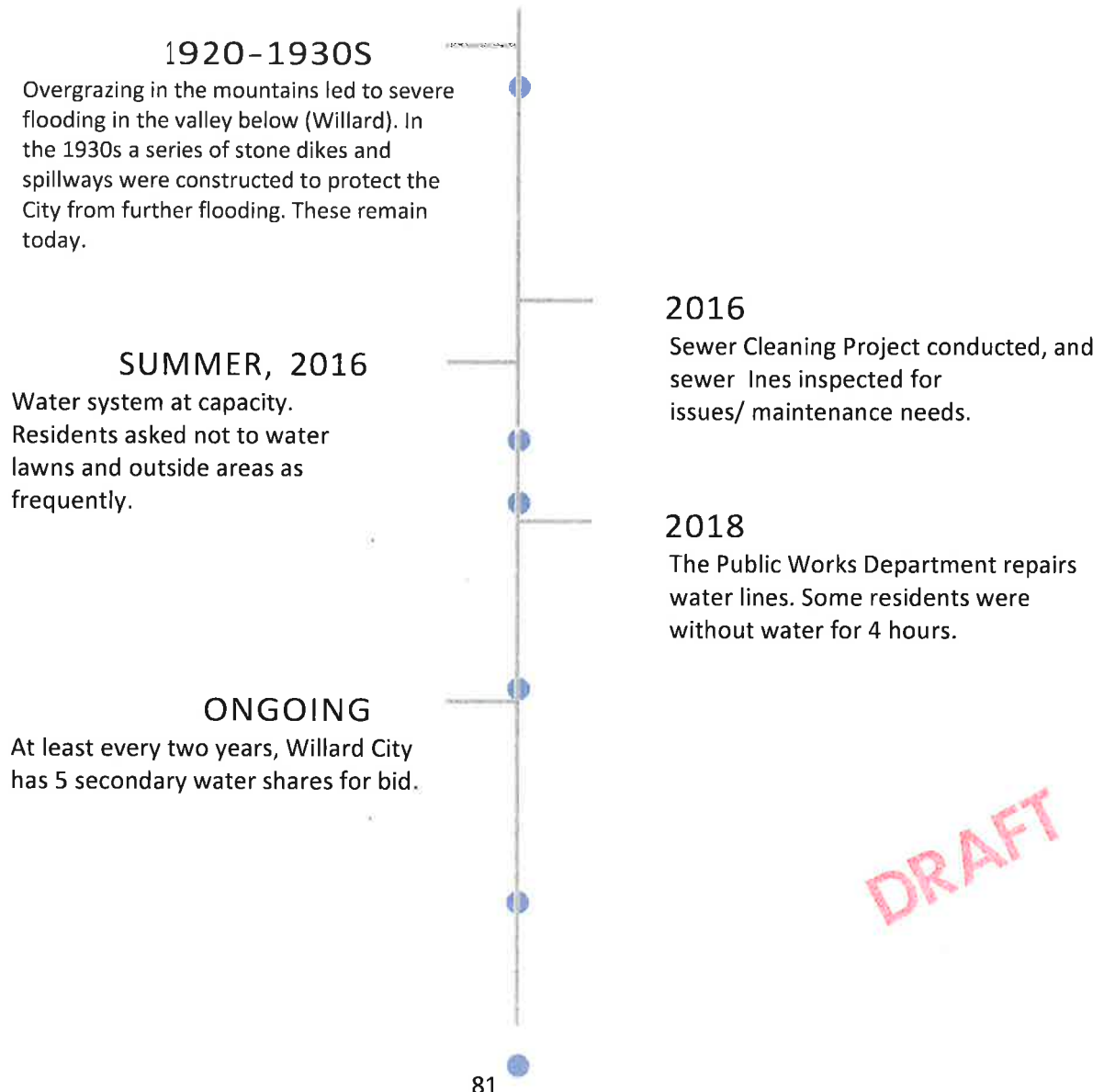
Credit Delaney Sillman, 2022

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The City's Culinary Water

Willard City Public Works provides culinary water, secondary water, and sewer services to residents. Culinary and secondary water originates from wells or springs that are part of a natural groundwater system. Overall, Willard's water quality is high. In the past ten Consumer Confidence Reports (CCRs) highlighted that the City's water met both state and federal requirements for water quality.

In modern society, residents expect to turn on a tap and instantly have access to high quality water. However, it is important to understand that water is a limited resource in the intermountain west. In 2016, hot summer temperatures coupled with drought conditions led Willard's water supply system to be overburdened. Residents were encouraged to reduce their water use and skip days of landscape water usage. As Utah continues to experience increasing resident populations and changing patterns in precipitation and climate, it is important that the community adapts its behaviors and policies to care for its available water resources.



How Are Land Use and Water Related?

In the 2021 Willard Community Survey, water supply and quality were identified as major concerns for residents. It may not seem intuitive at first, but land use planning and water resource management are closely entwined. Proposed development must consider water quantity and quality constraints, and zoning codes should be carefully used to avoid pollution of surface or groundwater resources.

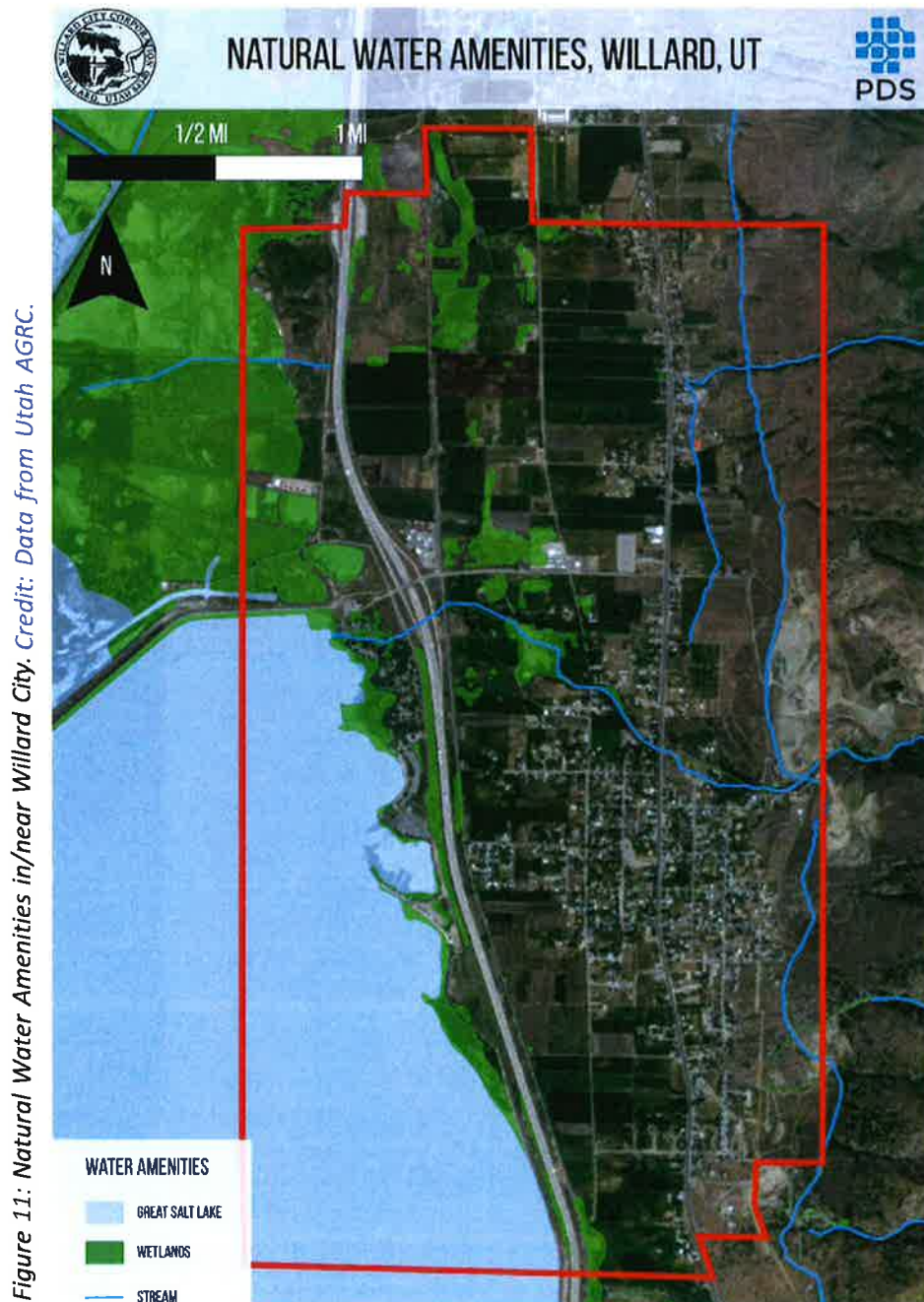


Figure 11: Natural Water Amenities in/near Willard City. Credit: Data from Utah AGRC.

Community Engagement

When the planning team conducted interviews with City staff and community leaders, water management was identified as an immediate need for Willard City to address. Interviewees specified that the existing old infrastructure needs to be updated and maintained, and the

long-term sustainability of the City's water supply and quality must be considered in planning and decision-making. This section examines water needs in Willard. Action items are recommended to the end of the Chapter.

Regional Influences

In the coming decades, Willard will experience increasing growth pressures. It is likely that these pressures will come primarily from the south, but other growth pressures will also come from the north. In the next twenty years, Box Elder County is expected to add over 15,000 residents to its population (Kem C. Gardner Policy Institute, 2022). Growth pressures may encourage development along Highway 89 through Willard. Care is required to preserve Willard's critical agricultural lands and viewsheds along this corridor.

Population growth pressure is also anticipated with the construction of the proposed Utah Transit Authority's FrontRunner Station at Interstate 15 and 750 North Street. When completed, more development is expected to radiate from this development node, with the station as the center. See Figure 12 for a conceptual guide to regional growth influences.

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DEVELOPMENT GROWTH PRESSURES, WILLARD, UT



1/2 MI



GROWTH PRESSURES
FROM BRIGHAM CITY



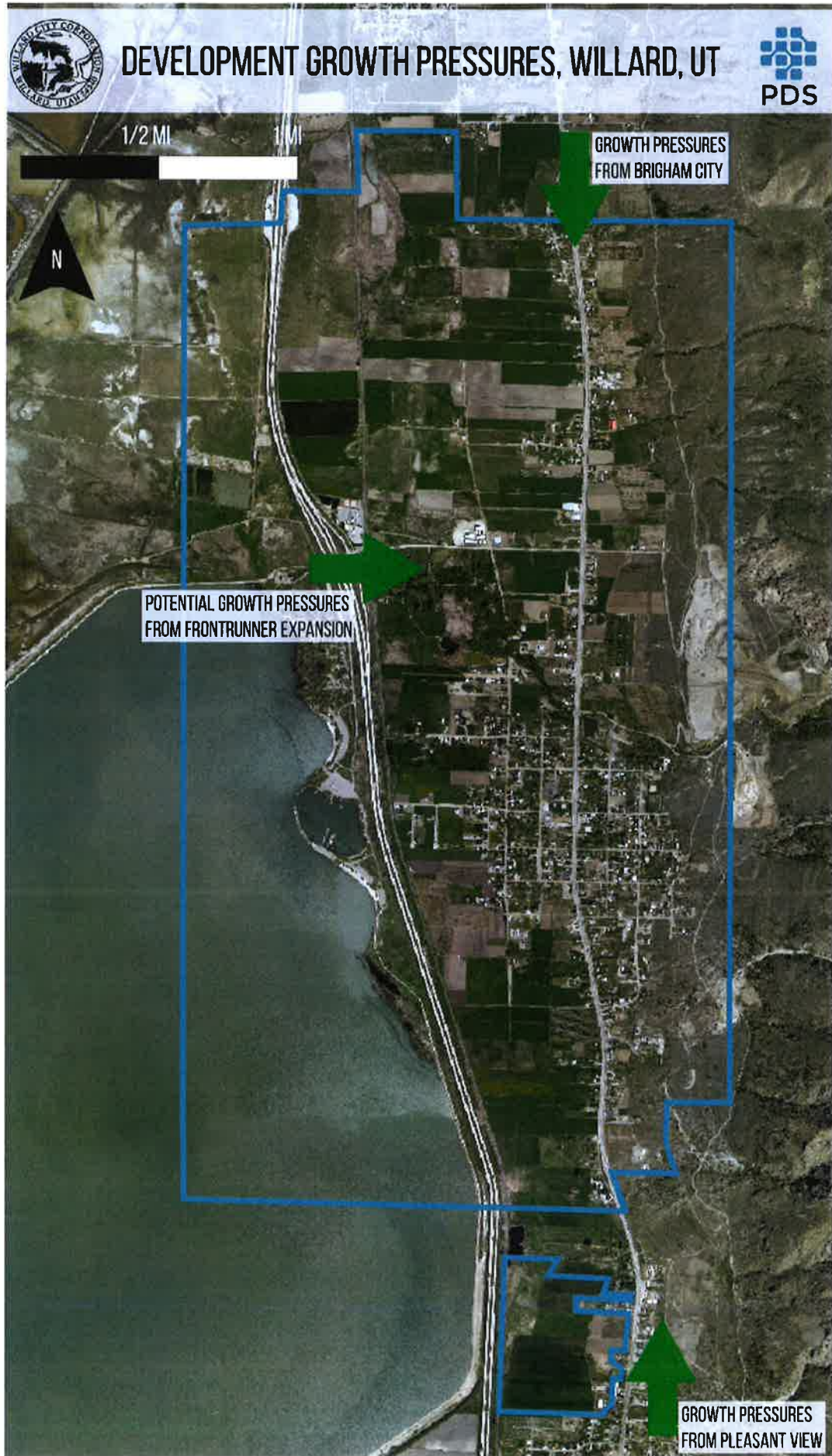
POTENTIAL GROWTH PRESSURES
FROM FRONTRUNNER EXPANSION



GROWTH PRESSURES
FROM PLEASANT VIEW



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Box Elder Together - Our County, Our Future:

In late 2021, Box Elder County adopted a revised County General Plan, “Box Elder Together, Our County, Our Future.” That Plan is generally consistent in its guiding principles to those contained in this Plan, The Willard City General Plan, 2022. Coordination is required on behalf of the City to ensure the County’s Plan is implemented consistent with its guiding principles. An inconsistent action by the County could lead to negative and irreversible consequences and impacts for Willard City.

Constant communication, coordination, and cooperation with Box Elder County will be required, founded on the principle of vigilance by the City. The Box Elder County General Plan adopted November 2021 provides a springboard for the City’s General Plan by establishing nine (9) guiding principles. They are:

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UTA 5-Year Service Plan:

The Utah Transit Authority's ("UTA") 5-Year Service Plan was developed in 2020 and is expected to move into implementation phases in 2022. It seeks to provide a guide for near- term service provision. The Plan currently shows few transit improvements for Willard or surrounding areas in Box Elder County.

The existing Bus Route 630 is expected to remain along Highway 89 (UTA, 2021). This route connects Willard to two urban centers: Brigham City and Ogden, from a single stop at the intersection of Highway 89 and 100 North. Although the route experiences what UTA describes as ‘all-day service,’ bus frequency varies. During peak commute hours, the bus may come as often as every twenty-four (24) minutes. However, during other weekday periods, buses can be almost two (2) hours apart. On Saturdays, buses come once per hour, but only between the hours of 8:00 am and 9:00 pm. Willard receives no bus service on Sundays. Bus service hours and frequencies may discourage first-time, or otherwise inexperienced riders.

Based on this UTA 5-year plan, Willard may expect that this level of service will remain consistent for the future. There may however be future improvements in

the long term that make both bus and other transit services better options for commuting throughout the Wasatch Front. This is reiterated in the Wasatch Choice Plan, described below.

Wasatch Choice 2050 Plan:

Wasatch Choice 2050 is a shared vision for communities along the Wasatch Front, from Brigham City to Payson. The Plan considers transportation infrastructure, land use patterns, and economic opportunities. Figure 12 shows the Wasatch Choice vision for Willard.

The vision includes two land use centers in Willard:

1. **Willard 750 North Center:** concentrated near the intersection of 750 North and Interstate 15, intended to provide neighborhood services and amenities to residents.
2. **Willard Main Street Center:** located near the intersection of Highway 89 and Center Street and intended to be a neighborhood center (providing services and amenities to residents).

Wasatch Choice 2050 also suggests transportation projects for Willard. This includes the addition of a historic orchard pathway between Interstate 15 and Highway 89, and the extension of the Bonneville Shoreline Trail in Willard's foothills. And a Front Runner Line running through the community along the I-15 corridor. These projects are consistent with the vision of the Willard community as it is written in this plan (2022).

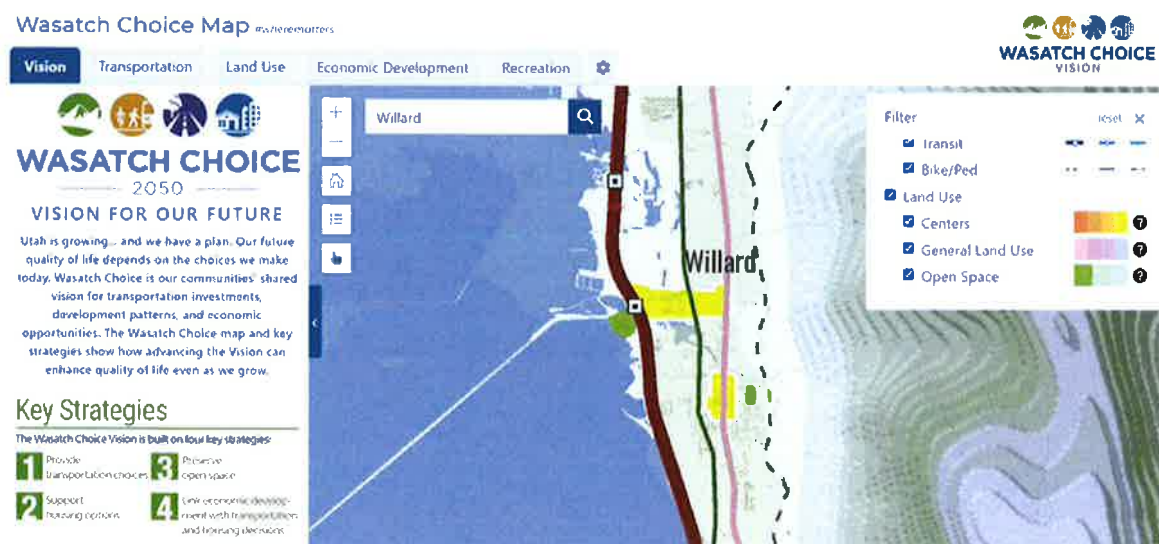


Figure 12: Wasatch Choice interface showing Willard land use highlights Credit: Wasatch Front Regional Council (WFRC), 2021).

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Future of Front Runner Report:

The Utah Transit Authority (UTA) purchased land at the intersection of Interstate 15 and North 750 in Willard City with the expressed interest in using the land to establish a FrontRunner station. So far, this plan is one of several scenarios that different agencies are considering. This rail line extension and the addition of stations at Willard and Brigham City would represent large investments. Willard City should be prepared to plan for compatible land uses that will increase ridership and station connections to Willard residents and businesses as well as regional amenities like Willard's trail system and Willard Bay.

Brigham City Extension Definition **(high investment with infill stations scenario)**

- Restores station at Pleasant View, adds stations at BDO, Willard, and Brigham City
- Includes 19.7 miles of additional mainline track, and 0.8 mile passing siding at Pleasant View
- Brigham City two-track terminal
- Avoids use of Union Pacific due to freight train interference and lack of PTC compatibility



Information from Future of FrontRunner Study Performed by LTK and Fehr & Peers

Southeastern Box Elder County Active Transportation:

In 2017 BRAG and Box Elder County published an Active Transportation plan for the Southeastern portion of the County. This plan includes details about the conditions of Brigham City, Perry, Willard, and the unincorporated areas in Southeastern Box Elder County. It gives descriptions and visuals of future and existing trails in the region and includes timelines for trail development and descriptions of the integration of active transportation with multimodal public transportation improvements that are expected to take place in the future. On the following page, a map from this plan shows that there are trails running North to South. The map that follows shows a closer picture of the east-west connecting trails that run through Willard City. These pedestrian friendly trails may help connect Willard east to west across Highway 89. Based on community engagement and comments in public hearings, community members have shown a high interest in connecting the east and west portions of the City in a safe way that encourages bike and pedestrian traffic.

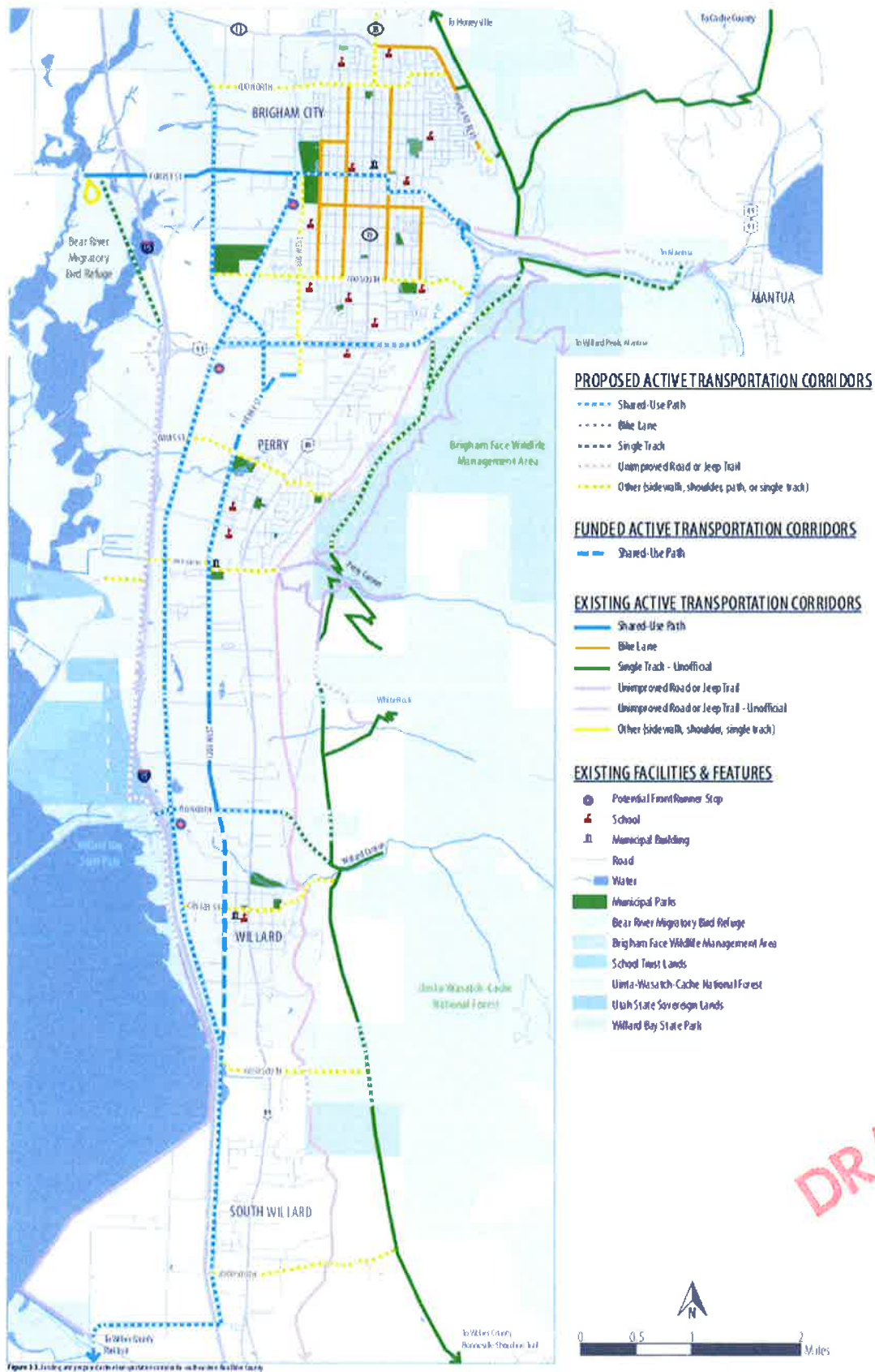


Figure 12: Southeastern Box Elder County Active Transportation Plan regional map Credit: Box Elder County, 2017



Figure 3-29. Proposed east-west corridors for the Willard area.

Figure 13: Southeastern Box Elder County Active Transportation Plan Regional Map Credit: Box Elder County, 2017

Willard City's land use planning should complement and enhance both transportation and active transportation. This means that the parcels near the proposed trails should include uses that encourage walking and have appropriate design elements, like small building setbacks that make walking or other active transportation enjoyable. Both east-to-west trails that are outlined have great potential to align with compatible land uses. Along 750 North, the future land uses and other components in this plan encourage these parcels to become or remain commercial uses, with protected open spaces.

Along 750 North, commercial development should avoid large parking lots along the front of the building that separate pedestrians and cyclists from stores or impede the flow of a multi-use trail. It may be prudent to include restaurants and small retail to attract pedestrian traffic and make the most of increased traffic that may come from the implementation of the regional trails system. The proposed trail that follows Center Street from Willard Bay to Willard Canyon is in a higher density residential area, an ideal environment for a pleasant and accessible trail.

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Alternative Transportation Conditions

Active Transportation

Willard City is located between Willard State Park and the Wasatch Mountains, providing opportunities for residents to have close access to the surrounding amenities including Willard Bay, Willard Park, and Willard Canyon.

Providing active transportation opportunities to enjoy these amenities is central to the vision of accessibility throughout the City. Active transportation plans include access for pedestrians and all non-motorized vehicles. The facilities essential to a multi-modal system may include sidewalk, trails, paths, and pedestrian bridges/tunnels. Connectivity across US 89 is an impediment to current Willard City residents and must be addressed as part of the Transportation Masterplan. As Willard continues to develop, a focus on connecting neighborhoods is important.

There is also a need for connectivity to Willard State Park across I-15 and the railway for multi-modal users. Providing additional access to the amenities of this state park off the primary road system will improve opportunity to access Willard Bay for non-motorized users and may increase the connection that Willard residents feel to the State Park. As the City develops and additional residential neighborhoods are added, A Safe Routes to Schools program for elementary age students must be established and maintained.

Public Transit

As Willard develops, it is important to provide transportation opportunities that encourage users to seek out multi-modal forms of transportation including public transportation. Utah Transit Authority (UTA) currently operates public transit opportunities near Willard City. UTA offers the Frontrunner commuter rail that ends in Ogden to the south of Willard City which provides connectivity to Davis, Weber, Salt Lake, and Utah Counties. UTA runs a bus service, Route 630 with 12 stops along US 89 throughout the entire City to provide connection to the north and south. As commercial and residential hubs are built, it is valuable to consider transit as an opportunity for moving residents to their desired destinations. As Box Elder County continues to develop there may be opportunities for On-Demand transit as UTA has implemented in other counties.

Appendix 2

Housing

Why Plan for Housing?

The purpose of Willard's housing element is to encourage and facilitate decision-making that meets the housing needs of all City residents, both in the short- and long-term.

Although not required by the State Code because of the City's population, this Chapter is vitally important as the City works to preserve and enhance the quality of life of all existing and future residents. The Housing Chapter considers:

- Housing demand, supply, and condition. Housing affordability.
- The ability of residents to age in place.
- Housing safety and support for home maintenance

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State Code Requirements for Moderate Income Housing

State Code Sections 10-9a-408 and 17-27a-408 mandates that Utah municipalities that meet population standards must adopt a Moderate Income Housing Plan. That plan must:

- Conduct a thorough review of the municipality's moderate-income housing element and its implementation.
- Revise its five-year moderate-income housing needs estimates.
- Report the findings of the review to the Housing and Community Development Division of the Utah Department of Workforce Services and the Association of Government to which the municipality belongs.

- Post the review's findings report on its website.

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To be subject to these requirements, a municipality must have more than 10,000 residents (or 5,000 residents if the municipality is located within a county with more than 31,000 residents). Because Willard does not meet either of these standards, the City is not required to meet the Utah Code obligations. However, Willard City considers it imperative that the City establish and follow housing policies directed at achieving sufficient housing opportunities for residents on a moderate- income. As Willard continues to grow and as state requirements expand to address Utah's changing housing needs, this Chapter can be referenced and used as a guide to address future planning efforts or housing affordability objectives. Independent of the Utah Code, it is critical that the City understand the drivers and impacts of the housing affordability issues for existing residents and to take the necessary proactive steps for the future.

State-Recognized Methods for Addressing Moderate-Income Housing

In addition to requiring municipalities to adopt and evaluate a Moderate-Income Housing Element, Section 10-9a-403 (Utah Code) requires that municipalities subject to the State's Moderate-Income Housing Element standards implement a minimum of three (3) of the State's recommended strategies to offer a realistic prospect for moderate-income housing within the municipality. Willard City may consider the following initiatives to maintain and even enhance its housing affordability profile.

Community engagement received during the General Plan process (and described in greater detail in the following sections) suggested that Willard residents are most supportive of initiatives C, E, G, L, and O. See the Appendices for all initiatives included in the section.

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Trends in Housing

Population Growth Trends

Three (3) different strategies were used to project Willard's future population: Shift-of-Change, Shift-Share, and Constant-Share*. The population projections resulting from each of these methods were then averaged to provide a robust estimate of the City's 2040 population (Figure 17).

Willard City is expected to grow by 74.4% by 2040, with an estimated total population in 2040 of 3,450 residents. While one projection depicts an even more notable change, with Willard's population projected to be 6,643 in 2040 (Figure 17), this projection is considered unrealistic. A realistic 2040 population estimate will be an essential indicator of future housing demand and will help City leaders decide how much housing must be added in coming years. A realistic population projection must be updated regularly.

Population Shift-Share Projection (2040)

Shift-of-Change	Shift-Share	Constant-Share	Average
6,643	2,575	1,132	3,450

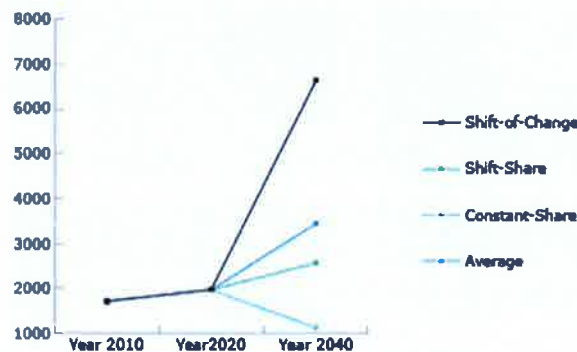


Figure 17. Credit: U.S. Decennial Census 2010 & 2020 (P1). 2040 Population Projections (Box Elder County) Kem C. Gardner Policy Institute. University of Utah.

*Shift of Change: This shows the growth in Willard based on the relationship between the City's growth and the regional growth over the given period, meaning the ratio of City growth to regional growth is expected to stay constant. Shift-share assumes that the share of growth in the City is consistent as a percentage of the overall growth in the region. The Constant-Share method shows that the change in the regional population is proportional to the growth occurring in the City.

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Over the next two decades, Willard City will experience increasing development pressures from surrounding urban or suburban areas (see Land Use Chapter). The counties that comprise the Wasatch Front (Box Elder, Weber, Davis, Salt Lake, and Utah counties) are projected to grow at a range of 60.4%–176.6% increase in residents by 2065 (Kem C. Gardner Policy Institute). Counties immediately associated with Willard City are Box Elder and Weber. These counties are projected to grow by 62.8% and 60.4%, respectively. This signals a continuing trend of growth both locally and regionally, stretching beyond the next 20 years.

Based on growth centers identified by the Wasatch Front Regional Council (Willard's metropolitan planning organization), Willard is located between the Population Growth Centers of Brigham City and Perry City (to the North) and Ogden City and other City's (to the South). As shown in Figure 18, these two WFRC population centers will play a significant role in shaping Willard's future. Pressure may be placed on Willard to supply needed housing for employment opportunities occurring in Davis, Weber, and Box Elder County based employees. Existing residents of Willard may find themselves traveling to Brigham City or Ogden more often for employment opportunities, shopping, and essential services. Willard must work closely with regional changes and planning agencies to retain its municipal viability, while also maintaining its unique identity.

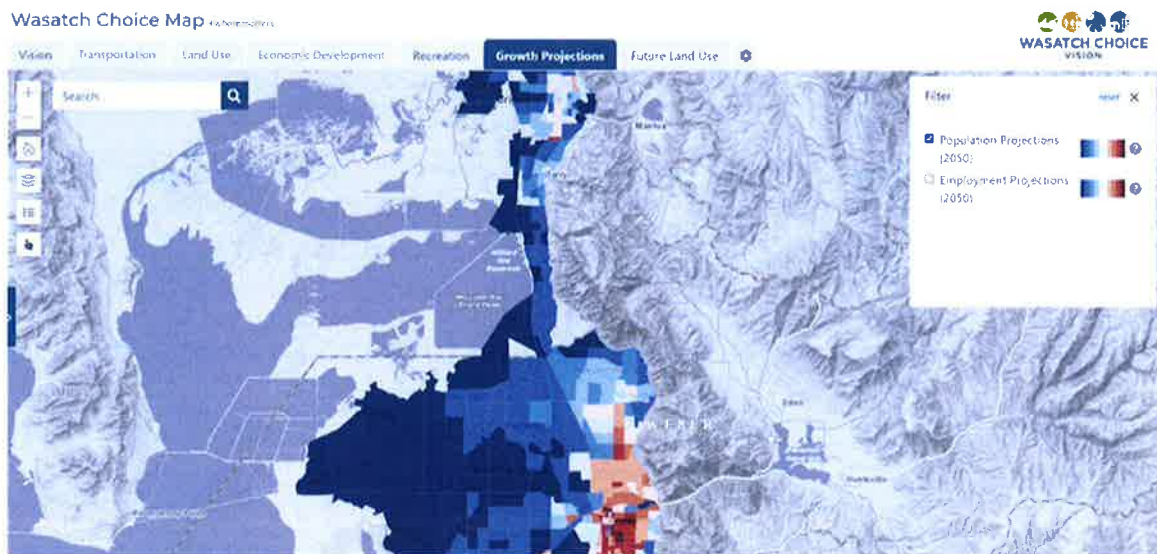


Figure 18: Willard 2050, Growth Projections 2050 Credit: Wasatch Front Regional Council (WFRC), 2021.

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Housing Trends

Willard had 638 housing units as of 2019 (ACS 5-Year Estimates). Of these units, 91.4% were single-family detached units. Between 2010 and 2019, the average monthly mortgage on these units increased by 29%, to \$1,462 (ACS 5-Year Estimates).

There were only nine (9) total single-family attached housing units (townhomes) in 2019, and the supply of apartment units was even smaller. However, Willard does provide an estimated thirty-six (36) mobile home units. Despite the limited options in housing types, Willard residents tend to stay within the threshold of affordability (spending less than 30% of their income on housing). However, as the population grows and housing unit availability declines, it is expected that the share of cost-burdened households will rise.

In comparison, Box Elder County, including its incorporated and unincorporated areas, offered 18,862 housing units in 2019 (ACS 5-Year Estimates). The total County provided more diverse housing options in comparison to Willard; however, 81.4% were still single-family detached units. The variety of housing offered in Box Elder County includes approximately 9% apartment units and townhomes at about 2.5% of the 2019 housing supply. Between 2010 and 2019, the average monthly mortgage on owner-occupied units across the County increased by 11%, to \$1,298 (ACS 5-Year Estimates). The increase of monthly mortgage rates in the County was lower than in Willard, and the average monthly mortgage remains lower for the County than the City. County-wide, a greater proportion of residents are cost-burdened (spending more than 30% of their income on housing). This is likely due to a mismatch in employment opportunities and the type and cost of housing available.

Geographic Area	2010 Housing Units			2019 Housing Units		
	Owner Occupied	Renter Occupied	Vacant	Owner Occupied	Renter Occupied	Vacant
Willard	307	28	33	321	34	63
Box Elder County	12,721	2,891	1,278	13,665	3,904	1,293
Utah	611,498	247,998	93,212	685,699	291,614	109,799

Table A: Housing Tenure Comparison

Credit: US Census Bureau ACS 5-Year Estimates 2010 and 2019 (DP04)

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Geographic Area	2010 Housing Units Median Costs			2019 Housing Units Median Costs		
	Monthly Gross Rent	Monthly Owner Costs	Home Value (Owner Occupied)	Monthly Gross Rent	Monthly Owner Costs	Home Value (Owner Occupied)
Willard	\$900	\$1,134	\$174,900	\$742 (-17.4%)	\$1,462 (+28.8%)	\$233,500 (+33.5%)
Box Elder County	\$593	\$1,172	\$162,000	\$747 (+25.9%)	\$1,298 (+10.8%)	\$203,600 (+25.7%)
Utah	\$781	\$1,440	\$218,100	\$1,037 (+32.8%)	\$1,551 (+7.7%)	\$279,100 (+28.0%)

Table B: Median House and Rental Cost Comparison

Credit: US Census Bureau ACS 5-Year Estimates 2010 and 2019 (S2506) (B25064)

As expected from the high percentage of existing detached single-family units located in Willard City (and the minimal change between 2010 and 2019) housing developments being approved in Willard are typically single-family residential projects. Willard's Zoning Ordinance and Existing Land Use Maps are provided in Chapter 2. Willard's zoning allows residential uses in the Old Downtown Willard, Planned Development, Residential (½ and one acre lots), Agricultural (3 and 5 acres), and Multi-Use (40 acres) Zoning Districts. However, to maintain the City's small-town charm and ambiance these zoning districts are intended only for large-lot single-family residential, accompanied by traditional agricultural uses or open space preservation. The Planned Development District and the Residential Districts allow for any multi-family development. However, these developments are conditionally permitted, meaning they must undergo a lengthier and more complex review and approval process than a single-family housing development. This zoning schema lends priority to single family developments and unintentionally penalizes other housing types.

Excluding agricultural, commercial, industrial, and open space uses, a total of 547.18 acres are currently used for residential purposes. Of those acres, 0.5 acres are classified as multi-family residential uses (see Chapter 2). As a result, single-family residential is exclusively the housing product available and provided to Willard City residents.

Housing trends make regular adjustments as plans of future transit opportunities are provided along Highway 89 and Interstate 15 corridors. UTA's 5-Year Plan currently shows minor transit improvements for Willard or surrounding areas in Box Elder County. However, the City proactively provides a Zoning District focused on Transit-Oriented Development. The Transit-Oriented Development Zone includes expansive permitted design and building guidelines to promote diverse and denser housing options. If such plans of a Willard Transit Station are implemented, this district will be an asset in achieving greater housing diversity.

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Missing Middle Housing

To combat the challenges of housing affordability intensified by the population growth and current national and state housing trends, Willard could seek out “missing middle housing” opportunities as a method of increasing resident housing choice. Missing-middle housing is a specific type of housing unit that retains the scale of a single-family home, while incorporating multiple units into its building footprint (MissingMiddleHousing.com, 2021). These housing types include duplexes, fourplexes, cottage courts, and multiplexes, among other options. Missing middle housing can be used as an infill development option to help strengthen a sense of community and neighborhoods. Such diversified housing not only promotes housing affordability, but also helps a City achieve other goals including walkability, small-town charm, and preservation of viewsheds. Willard may choose to single out just a few of the housing types identified by in this document and incorporate those into the City’s Zoning Ordinance. For example, duplexes and live-work units may be well suited to expand Willard’s housing typology and supply without altering the community character.

Duplexes

This housing type splits one detached housing unit (at the same scale as single-family residential) into two housing units that can be placed on top of each other or side-by-side. Each duplex provides a front entry for both housing units and designates enough open space for rear yards. Duplexes can be owner- or renter-occupied.



Figure 19.: Example of Duplex Side-by-Side Credit: Missingmiddlehousing.com

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Cottage Court

This type of housing is a grouping of detached one-story (or 1.5-story) housing units around shared open space. This housing type replaces the necessity of rear yards and increases a sense of community and gathering with neighbors. In addition, clustering housing units can provide supply while helping reserve space for natural amenities and agricultural uses.



Figure 20: Example of Cottage Court Housing Credit: Missingmiddlehousing.com

Live-Work Units

This housing type includes detached structures that incorporate both residential and owner workspaces. These unit types are frequent in historic downtowns, where merchants occupied apartments above their storefront. Live-work units could be employed to help fill-in Willard's Main Street, or even the 750 North Corridor, providing space for residential and non-residential uses. Dating from the 1870s this housing-commercial workspace was typical in downtown Salt Lake City and is now making a resurgence.



Figure21: Example of Live-Work Units Credit: Missingmiddlehousing.com

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Affordability & Other Housing Challenges

Housing Cost and Affordability

In general, housing costs in Willard City remain cheaper than in the State of Utah when considered as a whole. However, the City's housing costs, at least owner-occupied costs, are on-par with those of Box Elder County. (It should be noted that monthly rents in Willard were higher than the County in 2010, but this is mostly attributed to the lack of rental supply.) Between 2010 and 2019, monthly costs for owners in Willard increased at a steady pace (28.9%), faster than either the State or the County. Where median owner-costs were once lower in Willard than in Box Elder County, Willard City homeowners now pay nearly \$200 more per month than their peer-homeowners in the rest of the County. With anticipated population growth it is anticipated that Willard's housing cost will also continue to increase.

Geographic Area	2010 Housing Units Median Costs			2019 Housing Units Median Costs		
	Monthly Gross Rent	Monthly Owner Costs	Home Value (Owner Occupied)	Monthly Gross Rent	Monthly Owner Costs	Home Value (Owner Occupied)
Willard	\$900	\$1,134	\$174,900	\$743 (-17.4%)	\$1,462 (+28.9%)	\$233,500 (+33.5%)
Box Elder County	\$593	\$1,172	\$162,000	\$747 (+25.9%)	\$1,298 (+10.8%)	\$203,600 (+25.7%)
Utah	\$791	\$1,440	\$218,100	\$1,037 (+32.8%)	\$1,553 (+7.7%)	\$279,100 (+28.0%)

Table C: Median House and Rental Cost Comparison

Credit: US Census Bureau ACS 5-Year Estimates 2010 and 2019 (S2506) (B25064)

Income Range	Maximum Affordable Monthly Rent	# of Households	# of Rentals Available at that Price	Surplus/Deficit of Units Available
Less than 30% AMHI (\$13,917)	\$348	4	0	(4)
30%-50% AMHI (\$13,917-\$23,195)	\$580	4	13	9
50%-80% AMHI (\$23,195-\$37,111)	\$926	2	8	6
80%-100% AMHI (\$37,111-\$46,389)	\$1,160	6	6	0
100%-125% AMHI (\$46,389-\$57,986)	\$1,450	3	1	(2)
> 125% AMHI (> \$57,986)	> \$1,450	9	0	(9)

Table D:
Rental Affordability Gap Analysis, Willard 2010
Credit: US Census Bureau ACS 5-Year Estimates 2010 (B25118) (B25056)

Table C and Table D depict the rental affordability gaps within Willard in 2010 and 2019, respectively. This data will help civic leaders and residents determine the housing affordability situation in their community. Income ranges are determined based on the Area Median Household Income (AMHI). Households that meet or fall below 80 percent of AMHI are considered low income (80% or less), very low income (50% or less), or extremely low income (30% or less) (HUD 2017). The United States Department of Housing and Urban Development (HUD) defines affordable housing as housing that costs thirty- percent (30%) or less, of a household's total income.

As shown in Table D, trends detail that half of the City's income brackets in 2010 have a deficit for affordable housing when it comes to renting. There was a lack of housing supply at affordable rental prices for those earning 30% or less of the City's median[1] household income. However, this was not a huge deficit, and only a slight increase in the supply of affordable units is needed to address this issue. In addition to lower-income brackets having a lack of accommodation for renters, households over 100% AMHI showed a deficit as well. These brackets of income saw the deficit on a larger scale. Due to the shortage of units available at the higher-income brackets, higher earning households may be occupying units that would otherwise be affordable to lower income residents, further exacerbating affordability challenges for Willard's lowest earning households.

Income Range	Maximum Affordable Monthly Rent	# of Households	# of Rentals Available at that Price	Surplus/Deficit of Units Available
Less than 30% AMHI (\$16,125)	\$403	0	7	7
30%-50% AMHI (\$16,125-\$26,875)	\$672	4	21	17
50%-80% AMHI (\$26,875-\$43,000)	\$1,075	19	15	(4)
80%-100% AMHI (\$43,000-\$53,750)	\$1,344	3	8	5
100%-125% AMHI (\$53,750-\$67,188)	\$1,680	10	3	(7)
> 125% AMHI (> \$67,188)	> \$1,680	18	0	(18)

Table E: Rental Affordability Gap Analysis, Willard 2019

Credit: US Census Bureau ACS 5-Year Estimates 2019 (B25118) (B25056)

In 2019 significant changes occurred in housing demand (households) and supply (number of available housing units). One striking change between 2010 and 2019 was the rise of AMHI, which rose 15.9% to \$53,750 between 2010 and 2019. Changing incomes (or the change of AMHI thresholds) may have altered the distribution of City households falling within each of the income brackets. As shown

in Table D, Willard households within the higher-income brackets increased. Supply at those income levels did not increase at the same rate, leading to a greater deficit in the higher-income (80% AMHI or higher) groups. Although the table shows that the deficit decreased for low-income households, the reality may be more complex. If the housing deficit worsens at higher-income levels, households at that income level will possibly move to housing units that would otherwise be available to moderate income households. The greatest burden will be placed on the lowest-income groups, who will struggle to find units that cost at or below 30% of their income.

Table F: Owner Affordability Gap Analysis, Willard 2010 Credit: US Census Bureau ACS 5-Year Estimates 2010 (B25118) (B25056)

Income Range	Maximum Affordable Monthly Cost	# of Households	# of Units Available at that Price	Surplus/Deficit of Units Available
Less than 30% AMHI (\$17,388)	\$435	34	98	64
30%-50% AMHI (\$17,388-\$28,981)	\$725	70	77	7
50%-80% AMHI (\$28,981-\$46,369)	\$1,159	71	139	68
80%-100% AMHI (\$46,369-\$57,961)	\$1,449	62	77	15
100%-125% AMHI (\$57,961-\$72,451)	\$1,811	74	35	(39)
> 125% AMHI (> \$72,451)	> \$1,811	196	81	(115)

Like the previous two tables depicting the rental affordability gap within Willard City in 2010 and 2019, Tables G and H illustrate the affordability gap for owners during this same period. As shown in Table G, two income brackets have a deficit for affordable owner-occupied housing in 2010. This deficit occurs at a higher income range, where households earn 100% of AMHI or more. Even though it is easier for people of higher income to withstand these deficits by buying cheaper homes, it may put a strain on households at lower income levels by increasing the risk of being outbid on homes within their price range and thereby reducing the number of units available within their price and qualified mortgage limits.

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Income Range	Maximum Affordable Monthly Cost	# of Households	# of Units Available at that Price	Surplus/Deficit of Units Available
Less than 30% AMHI (\$25,406)	\$403	43	165	122
30%-50% AMHI (\$25,406-\$42,344)	\$672	58	96	37
50%-80% AMHI (\$42,344-\$67,750)	\$1,075	83	136	54
80%-100% AMHI (\$67,750-\$84,688)	\$1,344	76	72	(4)
100%-125% AMHI (\$84,688-\$105,860)	\$1,680	100	33	(67)
> 125% AMHI (> \$105,860)	> \$1,680	161	19	(142)

Table G: Owner Affordability Gap Analysis, Willard 2019

Credit: US Census Bureau ACS 5-Year Estimates 2019 (B25118) (B25056)

Between 2010 and 2019, owner-occupied housing also saw significant shifts in supply and demand. During this time, AMHI of owner households increased substantially by 46.1%. This increase was even more than what renter households experienced. Thus, a surge of demand was felt by households that fell in the middle to higher income ranges. Due to higher demand, supply for affordable units continued to leave a deficit in higher income ranges and crept into the middle-income ranges.

Income Range	# of Households	Percentage of Income Spent on Housing Costs		
		Not Cost-burdened <20%	Cost-Burden Risk 20%-29%	Cost-burdened >30%
Less than \$20,000	27	0	3 (11.1%)	24 (88.9%)
\$20,000 to \$34,999	70	16 (22.9%)	24 (34.3%)	30 (42.8%)
\$35,000 to \$49,999	56	38 (67.8%)	10 (17.9%)	8 (14.3%)
\$50,000 to \$74,999	91	40 (43.9%)	35 (38.5%)	16 (17.6%)
\$75,000 or more	331	254 (76.7%)	74 (22.4%)	3 (0.9%)

Table H: Cost-Burdened Households by Income Range, Willard 2019 Credit: U.S. Census Bureau ACS 5-Year Estimates 2019 (S2503)

Table H provides an overview of households that are cost-burdened in Willard City based on comparing housing costs and household incomes. Households

categorized as cost-burdened spend more than thirty percent (30%) of their income on housing (utilities included). Households that fall into the cost-burden risk category spend twenty to twenty-nine percent (20-29%) of their income on housing, and households that are not considered cost-burdened spend less than twenty percent (20%) of household income on housing. It is vital to collect and analyze cost burden data to better understand localized housing needs. Cost-burdened households have a higher risk of losing access to housing due to an inability to afford. An unexpected expense, such as a medical bill, funeral, or car accident, may eat up funds typically spent on rent or a mortgage. Based on the data in Table H, every income range in Willard City has households that are cost burdened. However, lower-income households are most severely impacted. For example, 88.9% of households with incomes less than \$20,000 are cost-burdened, whereas only .03% of households that make more than \$75,000 are cost-burdened. Only two household income ranges have over half of their households that are not considered cost burdened. Those are households with incomes of \$35,000 to \$49,999 (67.8%) and those with incomes of \$75,000 or more (76.7%).

Additional Challenges and Best Practices

As Willard and the rest of the region battle housing supply shortages, other issues have further caused strain on the ability of residents to access safe and affordable housing. For example, a rise in the number of short-term vacation rentals has placed a burden on many communities by removing critical housing supply from the market. Some cities and counties across the State have enforced short-term rental ordinances to limit the impact of these uses on residents.

In addition to short-term rentals, increased housing prices have made multigenerational housing more commonplace. Accessory Dwelling Units (ADUs) allow families relief. When a family takes in an aging mother-in-law, for example, the mother-in-law may enjoy the privacy of a private (attached) unit. Other property-owners have used income received from renting out an ADU to help pay their own mortgage costs and remain in homes that would otherwise become unaffordable.

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Community Vision

To understand the public's vision related to housing, public outreach and engagement activities were conducted. These included stakeholder interviews, surveys, and two open houses. During the first public open house, a SWOT analysis, APAE analysis, and a mapping exercise were conducted. In addition, a survey was created to identify what residents envision as the City's future. See the vision, goals, and recommended action statements in Chapter 2, Land Use Element. The following themes emerged related to housing:

- Support the ability of residents to remain in their homes.
- As practicable, the City should protect all existing affordable housing units, requiring a no net loss of affordable units, and will provide opportunities for additional affordable residential dwelling units.
- Provide an affordable housing work program to facilitate more affordable housing units for current and future younger generations while preserving the small-town charm feel.
- Maintain communication with UTA for future transit plans. Focus higher density housing in node locations particularly associated with transit facilities, including the proposed FrontRunner station location.

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Moving Forward

Willard City residents and officials wish to achieve the vision of this General Plan artfully and strategically. One definition of “planning” is *the implementation of interventions with the intention to alter the existing course of events* (after Fainstein and DeFilippis, 2016). The Land Use Action Table (commencing on Page 32), the Transportation Action Table (page 42), and the Housing Action Table (page 46) identifies those interventions. The materials provided by the Land Use Action Table, the Transportation Action Table, and the Housing Action Table offer the careful guidance on the implementation of this Plan and necessary to achieve the Willard City’s community vision.

With the adoption of this Plan by the Willard City Council, the City is now ready to address its future. However, this Plan must be the subject of regular reviews and refinements as both external and internal changes can be expected to affect Willard City in various ways. At least annually, and more often as required, this Plan should be opened for refinements and adjustments. With regular and focused attention by Willard City residents and its appointed and elected City officials this Plan will stand the test of time and be a resource for all City decision making. This Plan must be consulted regularly to achieve the City’s vision for its future.

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