

GENERAL PLAN WRITING GUIDE

GUIDANCE AND PROMPTS FOR LOCAL LEADERS

WORKFORCE SERVICES
HOUSING & COMMUNITY DEVELOPMENT
COMMUNITY DEVELOPMENT OFFICE

INTRODUCTION

[E]ach municipality shall prepare and adopt a comprehensive, long-range general plan for: (a) present and future needs of the municipality; and (b) growth and development of all or any part of the land within the municipality. UCA 10-9a-401

Utah state code requires every city and county to create and adopt a general plan (10-9a-401, 17-27a-401). General plans, also called master or comprehensive plans, guide your community in its decision making by describing its current and future needs, including housing, land use, and transportation. The goals espoused in a general plan should inform your capital improvement plan. Although general plans are crucial documents, many towns don't utilize their plans like they should, missing the benefits of good planning as a result. Towns may be afraid to update them, cannot afford to hire someone to update them, or do not know how to update them.

This guide will help you understand the legally required elements of a general plan and how to update them. A simple general plan is within your abilities and will be a valuable tool to managing your community over the plan's life. This guide will enable you to create a clear, concise document that focuses on your town's priorities and the actions within your control. As citizens, planning commissions, and municipal councils work together to create a functional plan, your community will become more self-reliant, self-determined, and prepared for the future.

Each of the following sections are common parts of general plans. The intent is to provide background and guidance for updating each section. The structure and content of this document is taken from best practice, experience, and an analysis of seventeen successful general plans from rural Utah. Outside of the core required legal elements of land use, transportation, and housing,* general plans should be responsive to local needs. This guide should not be seen as a state standard or something you follow exactly; comprehensive planning is an iterative, responsive, community process and should present the vision of your community, your way.

To help you understand each section, there is example text and example goals from a selection of Utah's small town general plans. These examples are not meant to be copied, but demonstrate how another community has approached that specific topic. Since only a few sections are required, and towns are given broad freedom to adapt sections to their unique needs, there is also a "useful when" for each topic—these explain why it may be appropriate for your town to include that section in your general plan. Highlighted text in each section should draw attention to important subsections to consider when drafting your plan. Words that may be unfamiliar to some are **bolded** with definitions in the margin. Finally, each section has included a series of questions to help guide drafting the content. These same questions are found in the template that accompanies this guide.

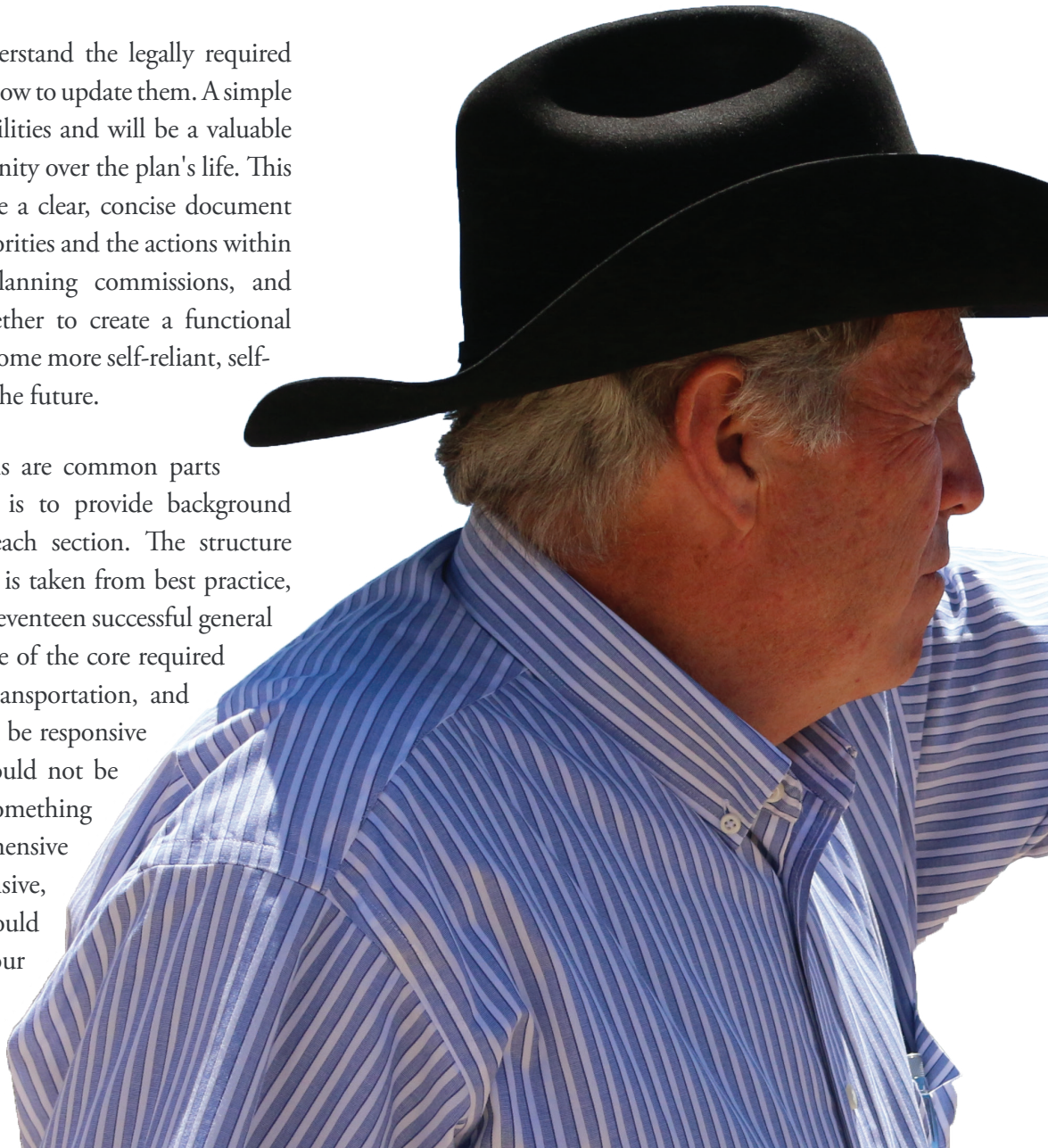


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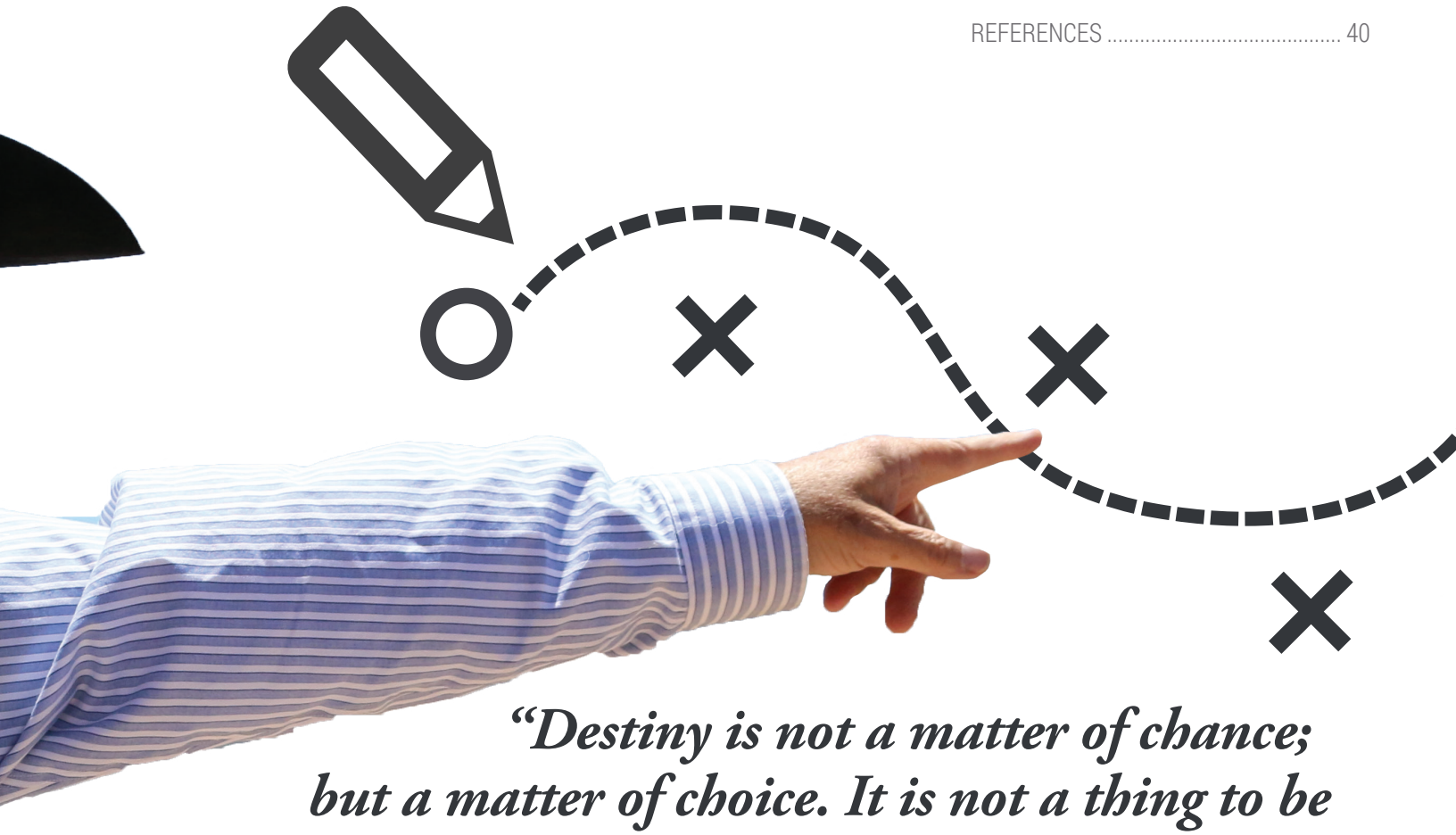
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"Destiny is not a matter of chance; but a matter of choice. It is not a thing to be waited for, It is a thing to be achieved."

Williams Jennings Bryan

* This document does not constitute an official stance, standard nor comprehensive guide from the State of Utah on general plans, zoning maps, or zoning ordinances. It is intended as a guide to help local leadership decide their own general plan structure and content, informed by research and best practice.

GENERAL NOTES

There are two important things to remember when drafting or revising your general plan:

1. **There is no "right" way to structure a general plan.** Some towns draft from scratch, some towns copy other towns' plans. Some consultants use a template they created; some create custom plans. Some plans compile all current conditions and maps at the beginning; some focus content into each content section; others use several appendices for maps and data. General plans can be successfully structured in a variety of ways so long as they follow the next two points.

2. **The only legally required sections for towns are land use, transportation, and housing (for towns over 1,000 people*). Everything else is optional**.**.[1]** Towns can adapt the content and structure to their individual community needs. Plans should be responsive and useful; the only "right" way to structure a plan is one that helps define and move the community's vision forward.

3. **The document must be used.** The structure and content must be useful for the community. This will include sections beyond the three legally required elements. Leadership must understand how to use the document for future decision making to create the type of community the residents want to live in.

Planning documents are generally divided into two major parts: the plan background, and the topic sections[2]. Essentially, the plan background provides context for the plan. While nothing in the plan background is legally required, it helps provide context for the general plan, and will greatly help future updates. The second part, topic sections, contain the various content sections of the plan (e.g., land use, transportation, housing, economic development, etc.).

One common approach to planning is to define the current conditions, decide on desired future conditions, and outline the path to move towards those desired conditions. You will notice that this approach underlies the plan structure outlined in this document.

PLAN DESIGN

General plans can be as elaborate or simple as you need. Many plans are written as basic black and white documents in a word processing program such as Microsoft Word; others are designed with many community photos, colors, and design elements. While there is no "right" way to design a general plan, some basic organizational principles should apply to help readers navigate and understand the document.

A hierarchy of titles and subtitles helps organize sections and subsections of the document. Some communities create numbering systems for their titles (e.g., 1.1, 1.2.1, 2.1, 2.1.2) to facilitate referencing the content in that section. Indenting subordinate information, like policies under a main goal, can help with organization. Often, the use of tables can help organize information, like demographic information, to make it clearer and more understandable.

As a point of general housekeeping, plans should have a simple table of contents and an acknowledgments section which thanks those who've participated in the planning process, including the planning commissioners, city council, mayor, and any consultants who have worked on the project.

* HB 259, Moderate Income Housing Amendments in the 2018 legislative session amended the population threshold from 1,000 or greater to 5,000 or greater, if the city is located in a county of the first, second, or third class; a metro township of 5,000 or more; a metro township with a population of 5,000 or less if located in a county of the first, second, or third class—effective July 1, 2019.

**Counties have an additional mandate to have a county resource management plan (HB 323, 17-27a-401).

Torrey Town General Plan

Section 1:Land Use

General Goal

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

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

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

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

Private Land

Current Conditions

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

Planning Assumptions

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

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Torrey

DESIGN EXAMPLES

USEFUL WHEN: Clean, usable designs help readers navigate and use a document. Since general plans should be used regularly, the design should help improve document function.

EXAMPLE // *Plan design* // Torrey and Hildale

Torrey has a very simple, text formatting with clear title formats, indention, and a few tables. Hildale has a nicely formatted and attractive layout. Both are functional for their purposes.

the City witnessed the UEP Trust change from a willing and amenable developer investing millions of dollars into public infrastructure improvements to an antagonistic state agency actively resisting community investment. Unfortunately, the resulting property disputes, evictions, and political litigation has taken a heavy toll on the City's resources and ability to protect and invest into necessary public infrastructure and services.

With limited resources, Hildale City continues to support new growth and improve its municipal services. A newly appointed Planning Commission has expanded the City's community development capacity and is helping investigate ways to increase land use compatibility and support quality development. The City with support from Colorado City is developing Culinary Water, Wastewater, and Storm Water Master Plans to improve municipal services for both cities. Public Works is maintaining and improving streets and parks. City Councils are codifying policies and procedures, improving financing options for public infrastructure, and evaluating ways to increase development compatibility. Hildale City is developing a municipal website to add transparency to its municipal operations, and has hired additional staff to assist in local planning efforts. Planning efforts such as the planning process for this General Plan have encouraged resident and stakeholder involvement.

Demographics and Population Growth

Population size and other demographic variables (such as age, income, and family-size) help determine demand for municipal services. Population growth estimates and demographic forecasting (predicting how demographic variables change) allow cities estimate future service demand. For example, dividing the number of new residents expected at some future time, with the average number of people per household at that point in time, results in the number of new homes needed. The number of new homes multiplied by average household demand for various services estimates future demand for those services.

The population's median age is lower than the state and national average. Approximately 50% of the population is under 18. In 2013 Hildale the median age was 16.2 (up from 13.1 in 2000) and in Colorado City the median age was 15.8 (up from 15.3 in 2000). The second largest population group is part of the Baby Boomer generation, ages 45-64. The most recent American Community Survey 2011-2014 estimated that 41% of Hildale's and 48% of Colorado City's residents between 25 and 64 years did not graduate from high school. The 2014 census estimated that unemployment (while historically low) has recently risen to 36% in Hildale and 19.9% in Colorado City. Median household income in Hildale is $40,781 and Colorado City is $30,357, both substantially lower than their respective counties. Residents have a high cost of living. On average, housing plus transportation costs consume 63% of a resident's income in Hildale and 61% in Colorado City (See Figure 6). 20% of residents commute over 60 minutes to work. In Hildale 36% of families live in poverty and in Colorado City 57% live in poverty. At approximately 9 people per household, family size is above average.

The recently adopted Culinary Water Impact Fee Facilities Plan and Impact Fee Analysis estimated the 2014 combined population for Hildale and Colorado City at 7,728. It recognized that between 1990 and 2010 the population grew at a steady rate of approximately 3% and that since 2010 population growth has declined sharply and is negligible today. It projected a more realistic projected growth rate that would slowly increase to reach a steady rate of 1.8% for the foreseeable future. It forecast a 2034 combined population of 11,064. The States of Utah and the Arizona forecasts maintain 3% historic growth rate. The States forecast a 2034 combined population of approximately 15,700 (See Figure 9).

Today, the City's population is in flux. The amount of in- and out-migration are unknown but are generally thought to be much higher than normal. The affect of migration on demographic characteristics (age, income, family-size) is currently unknown. To estimate demand for future services the City must maintain ongoing analysis of emerging demographic trends.



Figure 8: Property disputes threaten neighborhood and economic stability

Table 1: Historic Population Growth

Census	Hildale	Colorado City	Combined
1980	1,009	1,439	2,448
1990	1,342	2,469	3,811
2000	1,895	3,334	5,229
2010	2,726	4,821	7,547

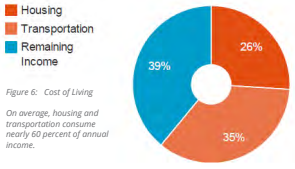


Figure 6: Cost of Living

On average, housing and transportation consume nearly 60 percent of annual income.

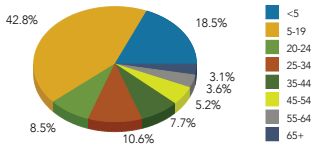
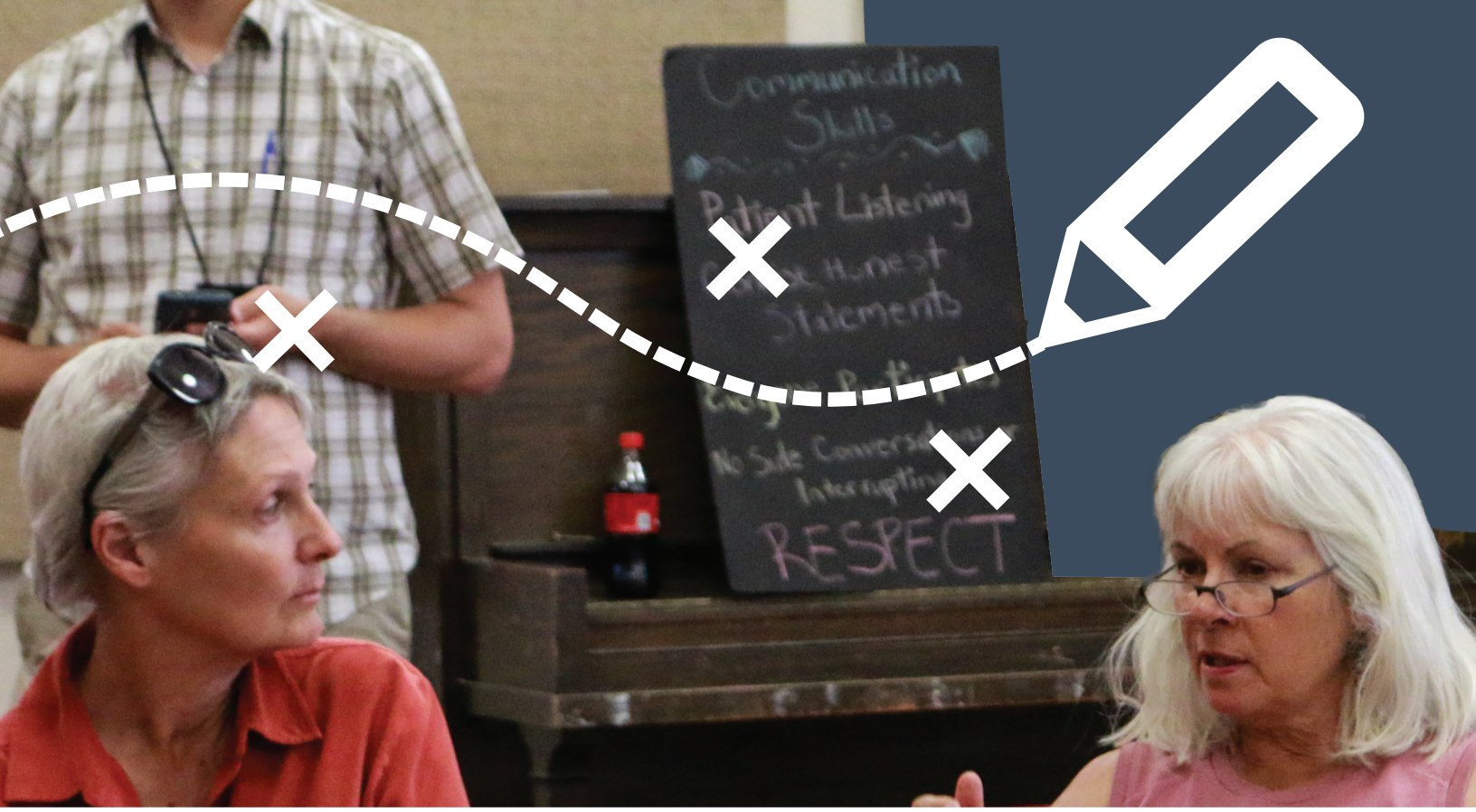


Figure 7: Population by Age Group

The median age in the community is low, suggesting a need for services that cater to young families.

Hildale



PLAN BACKGROUND



PLAN BACKGROUND

ROLE OF THE GENERAL PLAN

Since not everyone who looks at the document will be familiar with what it is, it is helpful to define briefly what a general plan is. This also helps those preparing the document to remember its purpose and role in the community.

The plan background section should briefly introduce the purpose and scope of the document, describe why the community needs a general plan and how it will be used to make planning decisions.

Many plans outline the Plan's Authority. Utah State Code 10-9a-401 requires your municipality to create a comprehensive plan that plans for present and future community needs as well as the growth and development of land within the municipality. The general plan serves as an advisory guide for land use decisions. In fact, state code declares that "no street, park, or other public way, ground, place, or space, no publicly owned building or structure, and no public utility, whether publicly or privately owned, may be constructed or authorized until and unless it conforms to the current general plan (10-9a-406)."

EXAMPLE // *What is a general plan* // Richmond

A General Plan is sometimes referred to as a "Master Plan" or "Comprehensive Plan." It is a community's general guide for making land use decisions and is a reflection of the community's values.

At the large-scale level, the General Plan describes how the community wants to grow, i.e. where the community wishes various land uses to take place and what the community wants to look like. The plan covers the area within the city limits as well as land anticipated to be annexed to the city in the future (planning area).

At a more detailed scale, the General Plan provides direction for the many detailed decisions made every week concerning specific street improvements, sidewalks, electric substations and building locations, etc. The cumulative effect of such decisions has a significant impact on the shape of the community and the residents' quality of life.

In between large scale and small scale decisions, the General Plan is the document that coordinates other City plans, such as the Transportation Master Plan, the Parks and Recreation Master Plan and Water and Sewer Plans and others. It is also a basic tool to guide zoning, budgeting, capital improvement decisions and policy-making.

USEFUL WHEN: People don't understand what a general plan is and is used for.

THIS SECTION SHOULD ANSWER...

- What is the role of the general plan in the community?
- How do we use the general plan?
- Why does the community need a general plan?
- What is the legal precedent for the general plan?

SECTION CONTENTS:

PLAN BACKGROUND
- Role of the General Plan
- Planning Background
- Update Process

COMMUNITY PROFILE
- Town History
- Town Context
- Demographics
- Opportunities and Challenges
- Characteristics and Values

COMMUNITY FUTURE
- Vision Statement
- Future Scenarios
- Goals
- Action Items

EXAMPLE // *Plan authority* // Boulder, Utah

Boulder Town provides and adopts the Boulder Town General Plan ("General Plan") as required by the State of Utah's Municipal Land Use, Development, and Management Act, Title 10 Chapter 9a et. seq. Utah Code Annotated, 1953, as amended (the "Act").

The General Plan is provided to achieve the purposes of the Act, and to establish a policy foundation and decision making framework for the present and future needs of the Town and to proactively address present and anticipated growth and development of the Town (see the Act at Section 10-9a-401).

The Boulder Town Council adopts this General Plan as an advisory guide for land use decisions and further requires that all land use decisions be found to be consistent with the provisions of the General Plan. As provided by the Act at Section 10-9a-406, "no street, park, or other public way, ground, place, or space, no publicly owned building or structure, and no public utility, whether publicly or privately owned, may be constructed or authorized until and unless it conforms to the General Plan, as adopted."

PLANNING BACKGROUND

USEFUL WHEN: Putting the general plan in a wider planning context.

THIS SECTION SHOULD ANSWER...

- Why did we need to update or rewrite the general plan?
- What other planning initiatives have happened recently? How will they relate to this general plan?
- What has happened since the last update?

Describe why the town decided to update the general plan. Some communities regularly update the plan in accordance to policy, while others update the plan in response to new circumstances such as growth pressure. Communities should update every five years. When you think about updating the general plan, consider whether or not the current plan complies with the state's requirements, and how well the plan serves your community needs.

Outline recent planning history. An example would be a more recent transportation master plan or an economic development plan. If the community hasn't conducted any type of planning since the last general plan update, then state so. It's good to include planning-like initiatives such as the formation of an economic development or beautification committee or participation in a regional planning activity like county resource management plans. Briefly describe how this plan will relate to other plans or activities. Remember that the general plan is an "advisory guide for land use decisions (10-9a-405)" and public infrastructure must conform to the general plan (10-9a-406).

It can be a helpful practice to outline what major occurrences have happened since the last general plan update. This provides greater context to the planning process and rationale for some policies the community may be pursuing.

EXAMPLE // Changes since revision // Richmond

Richmond's general plan lists specific accomplishments and changes that have taken place since the adoption of their previous general plan. This provides specific context for the changes to the plan as well as a sense of accomplishment through the plan.

PRO TIP : PLAN IMPLEMENTATION EVALUATION

Since general plans are meant to be implemented, before conducting your plan update, evaluate how the previous plan was enacted. Including a summary of the previous plan's effectiveness may lead to better implementation of the new plan.

UPDATE PROCESS

It is important to describe the process of updating the general plan to demonstrate that the plan was legitimately developed and accurately reflects community desires. Briefly outline the steps taken to update the plan. You may also want to include a project timeline of general plan events to clearly articulate how the plan was finished. Utah State Code 10-9a-403 and 404 describe the process for preparing the plan. Include when meetings were held, what public outreach was employed, and when the plan was adopted.

You should consider including a written policy defining general plan updates, how often updates should happen at a minimum, and what events may trigger an update. For example, you could require updates every five years, or when major subdivision (more than a locally-defined number of lots or units) development occurs.

EXAMPLE // *Update process* // Kanab, Utah

The process to update the Kanab City General Plan began in March 2013. The City's General Plan was last updated and adopted in 2007. A public survey, several public participation activities and planning meetings were held to accomplish this plan update... Following review and revisions, public hearings before the Planning Commission and City Council were held. The Plan, as presented here, was adopted by the Kanab City Council on February 24, 2015.

EXAMPLE // *General plan update policy* // Hyrum, Utah

The Hyrum City Council may amend the Plan by following the procedures required by Section 10-9a-403 of the Utah State Code. To preserve the integrity of the Plan and to ensure that it reflects the changing needs of residents, it is city policy that: The Plan shall receive a comprehensive review at least once every five years to keep the policies and programs consistent with changing trends and conditions. All re-zones, improvement programs, and ordinance changes concerning development shall be in harmony with the Plan.

PRO TIP : DEFINITION OF TERMS

It's helpful to define terms that will be used frequently in the document. These definitions will help readers understand and develop a common framework of understanding for terms like goals, policies, zoning, etc. These could be placed as a glossary in the appendix of the document. See Appendix A for a list of terms and definitions you may consider including for those less familiar with planning terminology.

EXAMPLE // *Definition of terms* // Hildale

Hildale provides a short list of concepts relating to land use and their action plans (e.g., goals, policies, objectives).

USEFUL WHEN: You want to demonstrate the plan was created with a legitimate, legal process.

THIS SECTION SHOULD ANSWER...

- What are the legal requirements for updating the plan?
- What steps did we take to update the general plan?
- When will we update the plan again?

COMMUNITY PROFILE

HISTORY

USEFUL WHEN: You want context for current conditions and future vision.

THIS SECTION SHOULD ANSWER...
- What are the major events in town history?

This is a space to tell your town's history. Make sure to document any major events or changes that significantly affected the community, such as a major employer entering or leaving the area. For many communities, this is the easiest general plan element to write, and it frequently becomes the largest section. While it's good to document your town's history, you don't need to write a lengthy essay; an effective history can consist of a timeline accompanied by pictures and explanatory text. This is a space to honor your community's past and reflect on what made the town what it is today. It provides valuable context and legal rationale for the community values espoused in the rest of the document.

EXAMPLE // *History* // Oak City, Utah

Oak City's history is placed on a timeline with population where significant events frame the changes to the town.

TOWN CONTEXT

USEFUL WHEN: Regional context is important for understanding current challenges and future vision.

THIS SECTION SHOULD ANSWER...
- What is the town's natural context (weather, geography)?
- Where is this town located?
- What are the nearest towns that have a shared planning context?
- Do we have a current and accurate map?

To provide structure and background for the past, current, and future situation, outline your community's regional context including the geography, climate, economy, political borders, and neighboring towns. Frequently, this can be largely illustrated with a simple regional map.

In addition to the regional context, a town map can be helpful to provide context for the current conditions of the town.

EXAMPLE // *Town Context* // Green River

Green River is located on the banks of the Green River, after which the City is named. The San Rafael Swell region is to the west of Green River, while Canyonlands and Arches National Parks lie to the south. Located exclusively in Emery County, it was previously split between Emery and Grand Counties until 2003 when Emery County's boundaries were expanded. According to the U.S. Census Bureau, the city has a total area of 12.6 square miles. Green River's seasonal climate temperatures are moderate, with some spikes in summer and winter seasons.

DEMOGRAPHICS

USEFUL WHEN: Data is needed to provide current community context.

THIS SECTION SHOULD ANSWER...
- Do we have relevant data concerning our residents?
- How many people live here? How has that changed over time?
- Generally what are the age groups? Incomes? Number of people in poverty? Races and ethnicities?

Demographic information describes the people living in the community. It is frequently illustrated in graphics, such a charts and tables. Be sure to include only the most relevant information. Single year data can help you understand your community's current condition at a specific point in time, but long-term trend data and regional data, as available, can help you better predict how your community is likely to change in the future.

CONCERNING MAPS

Maps are an excellent way to spatially illustrate the conditions and future of your community. Because maps easily represent spatial data, there are various types of maps that can be included with a general plan. Many general plans include a zoning map. If possible, include maps for each topic section with information on existing and desired conditions. For example, some communities will include a current transportation map and future transportation map to better illustrate their plans. For more mapping resources, contact the Community Development Office (801-468-0133, info@ruralplanning.org) or visit ruralplanning.org/toolbox.

Communities should adopt an official map. See UCA 10-9a-407 for Utah state laws about the effects of official maps.

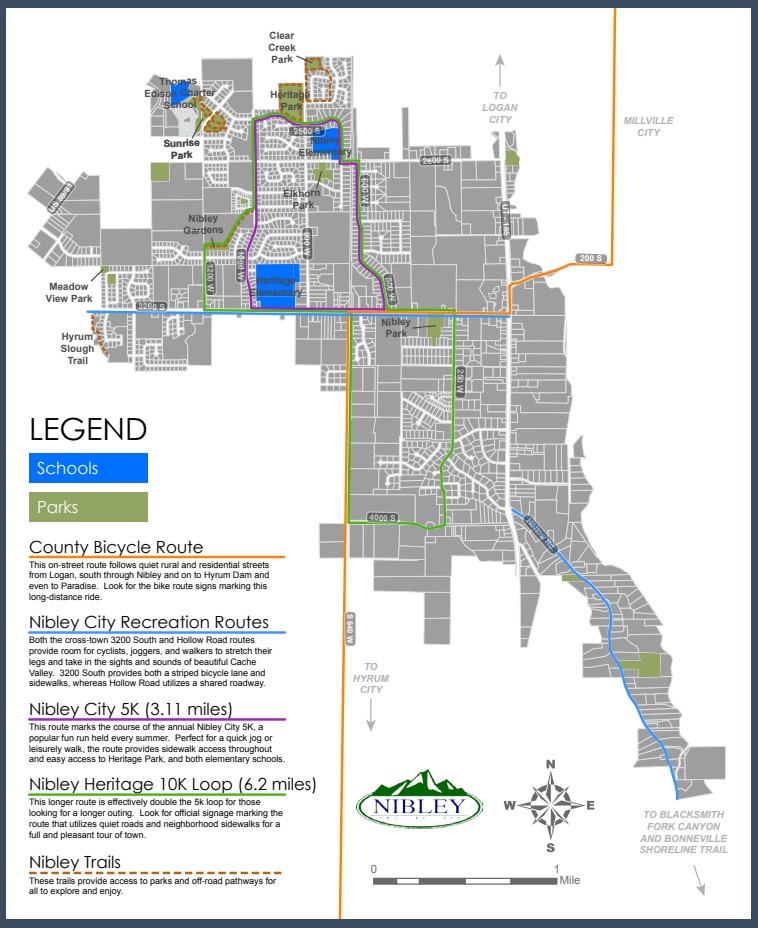
Definition of an official map (10-9a-103)

"Official map" means a map drawn by municipal authorities and recorded in a county recorder's office that:

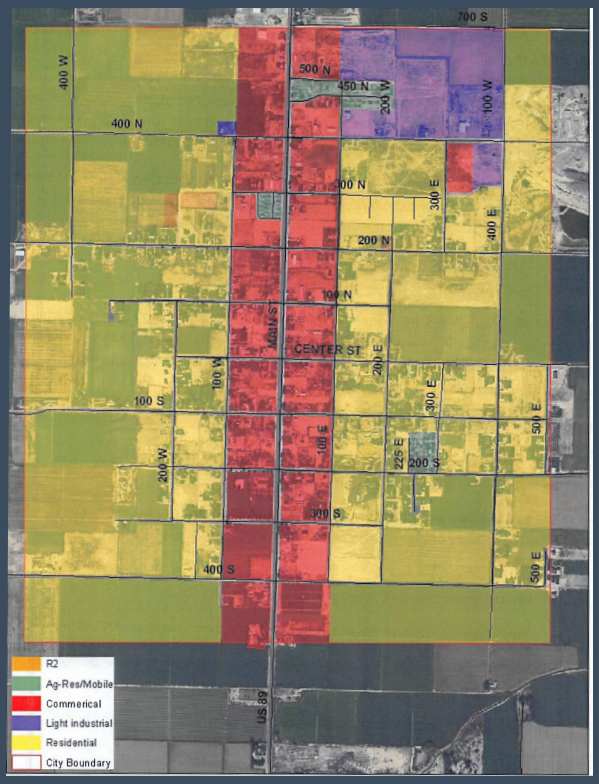
(a) shows actual and proposed rights-of-way, centerline alignments, and setbacks for highways and other transportation facilities;

(b) provides a basis for restricting development in designated rights-of-way or between designated setbacks to allow the government authorities time to purchase or otherwise reserve the land; and

(c) has been adopted as an element of the municipality's general plan.



Nibley Recreational Trails Map



Centerfield Zoning Map

Common demographic information includes population count, average income, number of families, people in poverty, and age pyramids. Age pyramids illustrate different age groups and their prevalence in your community, divided by gender. Other information, like commuting patterns and unemployment rates can be helpful for specific plan elements. Demographic and socio-economc data can be obtained from the resources listed below.

PRO TIP : DATA RELIABILITY

Given many rural town's small population size and that the American Community Survey (ACS) estimates are calculated using statistical methods, the data can be highly inaccurate: sometimes the margin of error is larger than the data point itself. While this is an ongoing issue for small communities, the ACS estimates are the best available data. Communities can deal with this by identifying margins of error in their text, conducting their own survey for relevant demographic data, or updating demographic info in their general plan when the official decennial census is conducted.

DATA POINT	SOURCE*	RELEVANCE	EXAMPLE (Sample Citation)
Current population	2010 Census; DP-1 ACS 5-year Estimate, DP05	Provide point-in-time baseline	1,305 (ACS 2016)
Historic population	Kem C. Gardner Institute	Provide context and reinforce future population trends	Show in line graph
Population projections	Kem C. Gardner Institute	Prepare policies and services for future population size	2040: 1,823 (Kem Gardner Institute 2015)
Current households	2010 Census, QT-P11 ACS 5-year Estimate, S1101	Understand population structure	579 (Census 2010)
Average household size	2010 Census, QT-P11 ACS 5-year Estimate, S1101	Baseline for population / housing projections	2.3 (ACS 2015)
Population by age group, specifically % under 18 / over 65	2010 Census, QT-P1 ACS 5-year Estimate, S0101	Context to adapt services to meet population needs	0-5: 122 / 9.6% 6-10: 115 / 8.8% (Census 2010)
Median age	2010 Census, QT-P1 ACS 5-year Estimate, S0101	Context to adapt services to meet population needs	35.4 years (ACS 2016)
Educational attainment	ACS 5-year estimate, S1501	Adapt economic development efforts and related services	Bachelors or above: 21% High School: 94% (ACS 2015)
Median household income	ACS 5-year estimate, S1901	Context for services and community development	$39,201 (ACS 2016)
Per capita income	ACS 5-year estimate, B19301	Context for services, understand local poverty	$15,114 (ACS 2016)
Individuals / household below poverty level	ACS 5-year estimate, DP03	Adapt services, justify poverty alleviation strategies	Families: 15.1% People: 29.4% Children: 18.7% (ACS 2016)
Total housing units	2010 Census, QT-H1 ACS 5-year estimate, B25001	Baseline and context for housing policies	1,751 (Census 2010)
Owner occupied housing	2010 Census, QT-H1 ACS 5-year estimate, DP04	Baseline and context for housing policies	1,611 / 92.0% (Census 2010)
Median housing value	ACS 5-year estimate, DP04	Baseline and context for housing policies	$193,000 (ACS 2016)

* All sources are from the U.S. Census Bureau (factfinder.census.gov) unless otherwise noted.

EXAMPLE // *Demographics* // Hyrum and Nibley

Hyrum city's plan contains a table with multiple demographic data points including median age, household size, education levels, and commute times.

In addition to some of these similar metrics, Nibley has historic trend data for their population as well as projections.

OPPORTUNITIES AND CHALLENGES

In this section, describe the town's opportunities and challenges. While not necessary, this information can guide your goals and actions and help frame your thinking. Your opportunities might include proximity to national or state parks, employment opportunities, proximity to an interstate, or established infrastructure. Your challenges may include a lack of commercial or industrial property, limited room for development, or limited water resources.

EXAMPLE // *Current conditions* // Boulder

Several developments relating to Highway 12 itself also affect Boulder. First, the Scenic Byway 12 Foundation has prepared a Tourist Development Plan and a Marketing Plan and has developed a Signage and Interpretation Plan for interpretive pull-outs along the highway. Second, the Garfield County Travel Council has received grant funding for nationwide promotion of tourism to the county. Third, the County's mapping and promotion of OHV/ATV trails will further attract tourists to utilize designated motorized trails on GSENM and Dixie National Forest lands around Boulder.

Boulder Town officials and residents are involved in the various committees and processes relating to the above initiatives in order to support and protect the goals and values of the community.

USEFUL WHEN: The town faces significant issues and/or has promising opportunities.

CAN YOU ANSWER...

- What opportunities are available to our town?
- What challenges does our town face?
- How will this information help us to realize our vision and make future planning decisions?

CHARACTERISTICS AND VALUES

This section is an opportunity to describe the "softer" side of the community: its culture and values. Many general plans describe the town in order to provide guidance to and context for the town's goals. For example, you may describe your community as a rural, family-friendly town that values a small-town atmosphere. Try to accurately depict your town; too often communities borrow language from another community's plan and do not describe themselves.

EXAMPLE // *Characteristics and Values* // Nibley

The residents of Nibley value their community as a great place to live and be a family. It is important to protect the pace of life and character of the City while providing appropriate facilities and services for its current and future residents.

Nibley's core values:
- *Pride in the City's history and heritage*
- *The rural character, scenic beauty, and natural resources of the area*
- *Nearby recreation opportunities*
- *Agricultural fields and open spaces*
- *A transportation system that promotes safe and efficient travel*
- *Recognizing and respecting private property rights*
- *Aesthetically pleasing design of development and public facilities*

USEFUL WHEN: Providing further cultural context helps readers understand the goals and actions the town wants to make.

THIS SECTION SHOULD ANSWER...

- What is our town like today?
- What words would we use to describe our community?
- How should these values impact our goals, vision, and community actions in the future?

COMMUNITY FUTURE

This is an opportunity to describe the desired look and feel of your town. If you have done public outreach, you may wish to include inputs gathered from community surveys and public meetings.

VISION STATEMENT

USEFUL WHEN: You want to have a clear direction to move as a community.

THIS SECTION SHOULD ANSWER...

- What is our community's vision for the future?
- How do we want our town to be in ten years? What needs to change and what needs to stay the same?

Your city's vision should be a concise statement that describes what the city wants to be and generally how to achieve it. The vision influences and guides the town's goals and its strategies for achieving those goals. The vision statement also shapes policy decisions, which lead to the adoption of ordinances. The vision needs to focus on the quality and character of a community, not quantities or specific assets. Try to avoid vague or cliché concepts that provide little direction. While every town should be "a great place to live, work, and play!" a vision should be more specific. Forming a true community vision is possibly the most valuable, and most difficult, exercise of the general plan process. Some communities use a list of desired community attributes, or several sentences to describe their vision for the future. You do not have to condense your community's vision into one simple sentence, accuracy and clarity are the most important components.

EXAMPLE // *Vision Statement* // Nibley

Nibley will be a vibrant community with safe neighborhoods, attractive and walkable places, preserved natural spaces, and diverse transportation choices. Nibley maintains a rural atmosphere by sustaining and protecting residential areas; increasing and enhancing its recreational areas, public facilities and services; and improving its commercial areas.

In addition to their general vision statement, Nibley set forth six vision statements for each of their plan elements: land use/growth, residential development and housing, commercial and economic development, transportation and mobility; parks, trails, and open space; and utilities and municipal services.

FUTURE SCENARIOS

USEFUL WHEN: Multiple distinct scenarios are possible for your town.

THIS SECTION SHOULD ANSWER...

- What three scenarios are most likely for population change in your community?
- What are the factors that would lead to those three scenarios?
- How would the community respond to each if it were to happen?

One method for evaluating decisions about the future is to develop likely scenarios and analyze decisions against them. These can be complex, but generally, communities can benefit from three simple population scenarios: growth, stagnation, and decline. For some high-growth communities, these three population scenarios could be: higher than current growth, current growth, or lower than expected growth. The future is always difficult to predict; using simple scenarios to guide future decisions allows leaders to prepare for multiple potential futures, instead of placing all hopes on one.

EXAMPLE // *Scenario plan* // Oak City

Oak City's general plan considers three population paths based on the future of the large regional employer: continued growth, population stagnation, and significant decline. Considering these three scenarios can help the community prepare for the worst future, while hoping for the best.

GOALS

Goals should broadly identify steps toward the community's vision. They generally reflect wide community values and should provide the basic direction that community actions should pursue. Goals can be centralized or organized with specific plan elements (e.g., land use, transportation, housing, economic development, etc.).

USEFUL WHEN: Your community wants to collectively move toward a certain end.

THIS SECTION SHOULD ANSWER...

- What steps will the community need to take to achieve the vision?

PRO TIP : GOALS

While there are many ways to craft goals, one way is S.M.A.R.T. E.R. (Specific, Measurable, Achievable, Relevant, Time-bound, Evaluated, and Reviewed). It may also be helpful to organize and number goals so that they can be referenced more easily in action plans (see below).

EXAMPLE // *Goals* // Castle Valley

- *Preserve and enhance Castle Valley as a scenic, rural, residential/agricultural community.*
- *Protect the unique character and scale of the Town.*
- *Protect our clean water and air.*
- *Protect the quality of life, viewshed, sense of open space, and dark night skies.*
- *Preserve the strong sense of community and diversity of people and lifestyles.*
- *Protect, wherever practicable, persons and property from unreasonable exposure to hazards, potential disasters, and identifiable vulnerabilities.*
- *Preserve and enhance the natural environment and the natural resources of our community for future generations.*

ACTION ITEMS

Planning is collective problem solving. Identify and list your town's goals here. The goals can relate to any general plan element and should be designed to bring the town closer to its vision. For each goal, list the actions the community will take to accomplish that goal. Actions should describe the party responsible for that action (mayor, planning commission, public works director, etc.), have assigned human and financial resources, when the action will begin, a definition of what successful completion of the goal means, and when it will be completed. Organize the goals and actions in a clear, meaningful way, such as a table similar to the one below. Many plans include actions in their sections and summarize them in a single section for easy reference.

USEFUL WHEN: You want to make progress towards your community's goals.

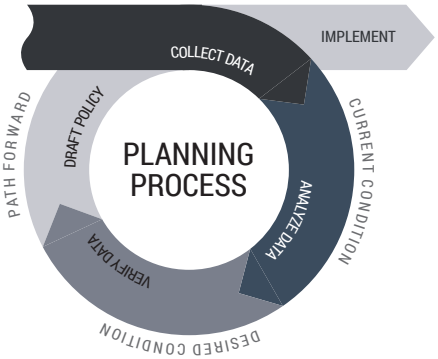
THIS SECTION SHOULD ANSWER...

- What steps will we take to realize our vision?
- What are specific things we will do to achieve each of our goals? What is the expected timeline for their completion? Who will oversee them and how with we pay for them?
- How will we know an item is "completed"?

EXAMPLE // *Action Plan* // Helper

Helper uses a goal action framework that begins with goals, follows with strategies, actions, a timeline for action, and the responsible party.

ACTION ITEM	REFERENCE GOAL	RESPONSIBLE	BUDGET	PRIORITY	START DATE	DEADLINE	COMPLETE WHEN
Expand river walk trail to town boundary	3.4 Transportation	Public works director	$20,000 public works fund	MED	May 2019	August 2020	Construction is complete to east town boundary.
Add links to website to highlight shops and attractions	5.2 Tourism	Councilperson Smith Chamber of Commerce	$100 general fund	LOW	Dec 2018	Jan 2019	Links active and live on site
Replace #2 fire engine	2.2 Public safety	Mayor, Fire Chief	$50,000 general fund $200,000 CIB Grant	HIGH	March 2018	June 2018	Truck is parked in station.



This general process framework for approaching content sections is illustrated in the graphic above. This process is detailed below, with each section expanded and explained in this section.

TOPIC SECTIONS

It is common for communities to use a general framework to approach their topic sections. This helps readers understand and anticipate the information in the document. There are various structures you can use. In general, most approaches define a current condition, state a desired condition, and articulate a path between the two. As there are many successful ways to structure sections, the following structure is one possible framework—this is more a menu than a checklist. Having a consistent structure helps to orient readers, allows for consistency across sections, and ensures complete sections.

CURRENT CONDITION		DESIRED CONDITION	PATH FORWARD	
COLLECT DATA	ANALYZE DATA	VERIFY DATA	DRAFT POLICY	IMPLEMENT
Overview of topic	Current and future trends	Community vision	Policies	Actions
Identify key issues	Survey results	Guiding principles	Strategies	Schedule/time frame
Existing conditions and assumptions	Strengths, weaknesses, opportunities, and threats	Goals	Objectives	Budget
				Responsible party

SECTION PURPOSE:

A brief description for why the chapter is included. This helps orient the reader and constrain the writer to focus on what is relevant when drafting the section.

Example // *Section purpose* // Green River

The purpose of the Land Use Chapter is to provide planning for the quality of life and economic vitality of the community by 1) showing general land use designations, and 2) establishing land use goals that promote quality and balance in community growth.

CURRENT CONDITION

Write an overview of the topic. Describe the general conditions surrounding the section topic. Sometimes, communities will organize the section into specific sub-topics (e.g., for transportation, sub-topics may include non-motorized and pedestrian, motorized, and parking). For each topic or sub-topic, identify key issues. These are the pivotal or problematic issues that the community currently faces or will face in the near future.

EXAMPLE // *Current conditions* // Richmond

Richmond identified the following key issues in their Land Use: Agriculture section

- *Prevent development from pushing agricultural uses out*
- *Identify quality farmlands and maintain them*
- *Encourage development only on poorer agricultural ground*

For each topic or subtopic, define the existing conditions and assumptions stating what is currently happening and why an action is warranted. If you can, outline relevant current and future trends and projections which will effect the topic. Along with that information, you can identify strengths, weaknesses, opportunities, and threats that the town should understand and either take advantage of, plan for, or mitigate. You should include survey results or information gained from public meetings to help guide the desired conditions as expressed by the citizens of the community. This can be included within the section or as an appendix. Sometimes this is inherent in the text or policies, but identifying specific citizen feedback can help legitimize the plan to the public.

EXAMPLE // *Existing Conditions and Assumptions* // Torrey

Torrey Town lists current conditions and planning assumptions per sub-topic in their general plan.

EXAMPLE // *Public Input* // Richmond

Richmond included results from their public survey to "understand public perceptions, needs and concerns."

PRO TIP : BEST PRACTICES

Best practices are professionally acknowledged procedures that are generally accepted as being the most effective for a given topic. For example, best practice suggests that there are many ways to calm traffic speeds beyond speed limit signs, such as sidewalk bulb outs, landscaping, islands, texture variations, lane width, and speed bumps. Identifying professional best practice for any given subtopic can help guide policies and actions towards better outcomes.

EXAMPLE // Best Practices // Nibley

Nibley inserted small pop-out text boxes with professionally acknowledged best practices for each of their subtopics.

Goal: A desired direction defined.

Policy: Decision made in advance to guide future decisions.

Strategy: Thoughtful implementation aimed at achieving the desired goals.

Objective: Measurable benchmark which move towards the goal.

Action: Incremental step, aligned with strategy, which moves toward achieving an objective or goal, or implementing a policy.

Adapted from Hildale City's general plan.

DESIRED CONDITION

There are many ways to express the community vision for each topic or subtopic. Some express a simple statement or paragraph on the topic which defines the community's desired attitude towards the topic. Some communities include guiding principles at the beginning of the section, outlining the foundational framework for the goals and policies. Some move straight to **goals**, where the community defines their desired end state or direction.

Many communities organize their goals into a table, and include related **policies**, **strategies**, **objectives**, and **actions**. Best practice suggests that each of these be tied to a schedule or timeframe (e.g., Short term [1-3 years], medium term [4-10 years], long term [11-20 years]) for the action to occur, a rough budget for what it will cost in time or labor, and a responsible party that is charged to make the action happen within the suggested timeframe.

These terms may mean slightly different things to different communities. Some communities define these terms separately in their document to help clarify their intent. In addition, not all need to be included. Some communities simply state their goals and who is responsible—it should be adapted to your community's situation. However, increasing clarity throughout this section will increase the likelihood that actions will be implemented and move towards the communities goals.

Decide what elements to include in a structure that works best for your community's needs, then use the following sections for the three required topic areas to guide your writing.



LAND USE



USEFUL WHEN: Required section. The town regulates land use in any way.

THIS SECTION SHOULD ANSWER...

- How will land use decisions help us to realize our vision?
- What do we hope to accomplish through specific land uses?

SECTION CONTENTS:

LAND USE
- Current Land Use
- Annexation
- Land Preservation
- Critical Lands

LAND USE

State code requires a land use element that:
(A) designates the long-term goals and the proposed extent, general distribution, and location of land for housing, business, industry, agriculture, recreation, education, public buildings and grounds, open space, and other categories of public and private uses of land as appropriate; and (B) may include a statement of the projections for and standards of population density and building intensity recommended for the various land use categories covered by the plan;

In addition, it should
(i) identify and consider each agriculture protection area within the municipality; and (ii) avoid proposing a use of land within an agriculture protection area that is inconsistent with or detrimental to the use of the land for agriculture.

Land use is one of the most important elements of the general plan and is required by state law. Often this section is the largest and most involved. Your town's land use policies and goals can have a real and important impact on its look, feel, safety, and property owner's development options. This section also lays the foundation for one of the largest controversies of local government: property rights.

This section will describe how the town currently uses its land and how it will use it in the future. Generally, smaller towns address the land use issues of the entire town, however, larger cities or highly geographically segmented towns may want to organize land use by planning areas (e.g., upper valley, downtown area, west side, etc.). Others organize their land use section by land use type (e.g., residential, commercial, industrial, agricultural, etc.).

EXAMPLE // Geographically Segmented // Hyrum City
Hyrum identified seven planning areas: Downtown, Central Community, West Side, North Side, Highway Commercial, East Side, and South Side.

EXAMPLE // Land Use Organized // Centerfield
Centerfield organized their land use section by category: residential, commercial, and industrial. They identified specific goals and policies to each of these uses.

Describe your land use goals and the actions that you will take to accomplish those goals. These goals can prioritize uses for different areas of town, such as commercial uses for the land along main street or agricultural uses for land on the far edge of town. Your goals should take state standards and requirements into consideration.

PRO TIP : FINANCIAL IMPLICATIONS

Often, land use decisions are made without taking into account the financial implications of allowing certain types of development in certain parts of town. Work with your public works employees and capital improvement plans to determine what kinds of development the town can afford in specific areas. Consult engineering services as needed, the short-term costs of ensuring fiscally viable development are infinitely smaller than the long-term costs of ill-advised development.

CURRENT LAND USE

Zoning describes the permitted use of a piece of land. Some common zones are residential, commercial, industrial, and agricultural. These are typically organized by densities, often described in the title (e.g., R-1-3 is residential zones allowing one unit with 3,000 sqft minimum lot size).

Plans should include a current land use map, and describe any strengths or limitations. To determine if changes are needed, some communities calculate how developed, or built out, each of the land use types are and whether available land in each zone is sufficient to meet community goals. Include a future land use map to guide future decisions. You can also include suggestions for immediate and future zoning changes to implement the desired conditions portrayed on the future land use map. The future land use map should take into consideration potential growth areas and hazardous or environmentally sensitive areas.

Although zone definitions are typically contained in town ordinance, some communities include general guidelines and intent for each zone (e.g., Rural Residential Zone: for residential uses in areas where a rural atmosphere, open space preservation and agriculture uses are encouraged). This can be helpful for addressing zoning issues directly in the document and provide a framework for the full zone requirements in town ordinances. Remember to exercise caution: if the zone definitions in the general plan are too specific and need to change in the future, then the general plan will need to be updated in addition to the town ordinances. The required process for updating a general plan is much more involved than updating town ordinances.

EXAMPLE GOAL // *Zoning* // Richmond:
Incorporate the ideas from the General Plan into the Zoning Ordinances so that they conform to one another.

EXAMPLE // *Zoning* // North Logan:
The Zoning Ordinance and North Logan City Zoning Map implement the Land Use Element and its policies and identify the particular uses permitted on each parcel of land in the City. It is the Zoning Ordinance that sets forth regulations and standards for development to ensure that policies, goals, and objectives of the General Plan are carried out.

Zone changes can involve changes from one zoning district to another, a change in boundary indicated on a zoning map, or an amendment to an existing ordinance. All such changes shall be consistent with the adopted General Plan and the applicable District Development Plans.

EXAMPLE // *Zoning classifications and percentage of total* // Millville
Millville has a simple table which outlines their various zones with a general description, and includes the acres and percent of total land each zone occupies in the town.

USEFUL WHEN: You zone your town.

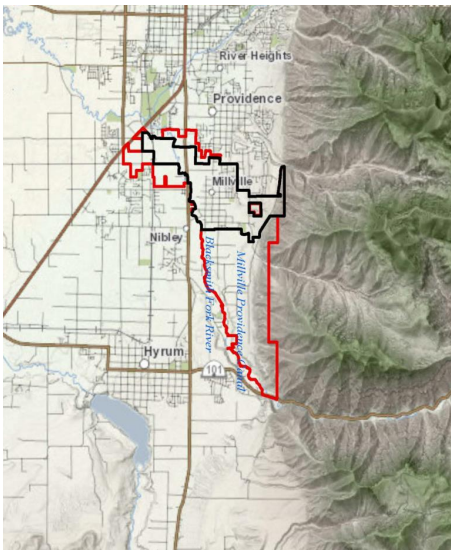
THIS SECTION SHOULD ANSWER...

- What types of zones make sense in our community to implement the future land use map?
- What criteria can we use to make that decision?
- Do we have a current and accurate zoning map?
- Does our current land use allow the town to reach its goals?
- How would we like our land use to look like in the future? What criteria are we going to use to identify what we should zone in the future?

USEFUL WHEN: You have any plans on ever expanding your town's borders

THIS SECTION SHOULD ANSWER...

- Are there areas outside the town's borders to which the town is currently providing services?
- Where do we want to annex?
- Why do we want to annex?
- How are lands surrounding the community zoned by the county?
- How will we know when it is time to annex?



Millville's annexation map. The red line delineates their annexation area.

ANNEXATION

Annexation expands the community's size through incorporating additional territory formerly under another government's jurisdiction, typically the county's. A town can only annex land if it has planned to do so through an annexation plan, and such plans are frequently incorporated into the general plan. Annexation is generally initiated by property owners outside city boundaries, but it can be initiated by the city as well. Your annexation plan should identify specific properties for future annexation and describe how you will zone those properties. This is accomplished most effectively by an annexation map included with your general plan and future land use map.

You should consider annexing when it benefits the community. Make sure that your annexation plan coordinates with nearby governments, including the county. This section of the general plan should describe under what circumstances the town will annex. Some question to consider include:

- Are there properties outside of town borders that receive town services (such as water and sewer)?
- What areas will most likely see future growth?
- Can the town afford to maintain services to the annexed area in the future?
- What areas are already developed on the edge of town?
- Are there any businesses we can annex to generate revenue?

Communities should coordinate their annexation areas with the county. If the area is zoned residential by the county, you may wish to zone it similarly in the future. Remember that towns are required to provide services to annexed areas and may not recapture those costs from additional tax revenue. As with most decisions in government, the benefits of annexation should be thoughtfully weighed and considered against the costs. For an introductory guide for local leaders, visit ruralplanning.org/annexation.

EXAMPLE GOAL // *Annexations* // Moab

Consider annexations that provide a benefit to the community. Assess the impact on City services of each proposed annexation.

EXAMPLE // *Annexation* // Hyrum City

Annexation, or incorporation of additional lands into Hyrum City, will occur as the demands of growth and development increase. In the annexation process, boundaries are extended and residents of a newly annexed area become citizens of the city and share in the benefits and responsibilities of that citizenship.

Potential annexation areas located outside of Hyrum City's current boundaries have been identified in the Hyrum Annexation Policy Plan, which was adopted in January of 2003, responding to the requirements of Section 10-2-401.5 of the Utah State Code (see Appendix C). The purpose for the plan is to be a guide for making decisions regarding the future annexation of unincorporated lands into the boundaries of Hyrum City.

LAND PRESERVATION

The term "land preservation" can have negative baggage for many rural towns who have dealt with adjacent federal land ownership and management. However, there are many important applications of land preservation for local jurisdictions that help the community.

Many rural communities want to retain their "rural atmosphere". Two key rural characteristics are open spaces and agricultural uses. In addition to simple atmosphere, agricultural preservation can be vital to the economy and long-term viability of the community. If towns face growth pressure, however, these characteristics can be quickly absorbed by development. For example, see Utah and Cache Counties.

Utah has right-to-farm legislation, exempting farming from being defined as a public nuisance, limiting local anti-farm regulations, and establishing county-authorized agricultural protection areas (UCA 17-41-4). Some techniques for preserving agricultural land and open space are to create a zone for low-density agricultural uses, an open space zone, provide density credits or other incentives for open space design approaches, conservation easements, cluster development, transfer of development rights, and encouraging the establishment of agricultural protection areas. The foundation for any such initiative should be reflected in the general plan.

EXAMPLE // *Land Preservation* // Boulder

These lands should be eligible for density credits and other benefits if the owner is willing, on a voluntary basis, to follow design and development templates (clustering, perimeter, corridor and other templates) that keep productive fields open and reduce the visual impact of development.

EXAMPLE // *Open space preservation* // Kanab

Open space preservation is recognized as an important land use and function of Kanab City in preserving the small town atmosphere. Several areas within the city are targeted for open space preservation, including proposed new parks and trails throughout the city (see Chapter 7, Parks and Recreation). Some open spaces should be identified and reserved for the preservation of wildlife habitats. Additionally, some areas which fall within designated potential annexation areas include lands which may be best suited for open space and recreational purposes. The City does not currently have an open space designation within the Land Use Ordinance and may consider creating one to preserve these areas.

EXAMPLE GOAL // *Open space preservation* // Boulder

To provide protection of natural open space, environmental setting, habitat, and wildlife through the location of land uses and the use of site-sensitive design templates.

USEFUL WHEN: Open space/ agricultural land preservation is important to the community.

THIS SECTION SHOULD ANSWER...

- Does your community prioritize preserving the rural atmosphere?
- How will the town proceed with land preservation while preserving land owner rights?

USEFUL WHEN: Specific areas in town are not suitable for development.

THIS SECTION SHOULD ANSWER...

- What criteria is used to identify land unsuitable for development?
- How will the town protect these lands from development?
- How will property owners' rights be preserved?

CRITICAL LANDS

There are lands which are generally unsuitable or unsafe for development. This includes steep slopes, critical drainage areas, flood plains, critical habitats, wetlands, unsuitable or unstable soils, fire hazard areas, high water table areas, and areas of known geologic issue areas such as landslides. Similar to land preservation, these areas should be preserved to protect the health, safety, and welfare of the town's residents and landowners.

Some communities simply draft general guidelines for critical lands and follow up in their land use ordinances with restrictions for development in those areas. Others have created a specific zone for critical lands which fully restricts development, then identified and zoned those areas accordingly. Using publicly available resources, the Community Development Office can provide a map of your critical lands. Engineering and professional planning firms can also be contacted for assistance and generate more specific data.

EXAMPLE // *Critical lands* // Elwood:
These areas are dealt with by creation of an overlay type zone imposing additional requirements to the other land uses listed above. These sensitive areas are assessed in new development applications by thorough study and analysis by the developer and City with the use suitability and mitigation measures if necessary, determined. These requirements are in addition to the requirements imposed on any land use or zone regulations that may exist below the overlays. Other smaller sensitive lands or hazardous lands may be discovered as new development(s) are applied for or areas are investigated and will also become subject to the regulations specified in the Land Management and Development Code of the City.

EXAMPLE GOAL // *Critical lands* // Nibley:
Preserve agricultural lands, natural water features, sensitive areas and open spaces to protect the rural character of Nibley.

PRO TIP : SPECIFIC CHALLENGES

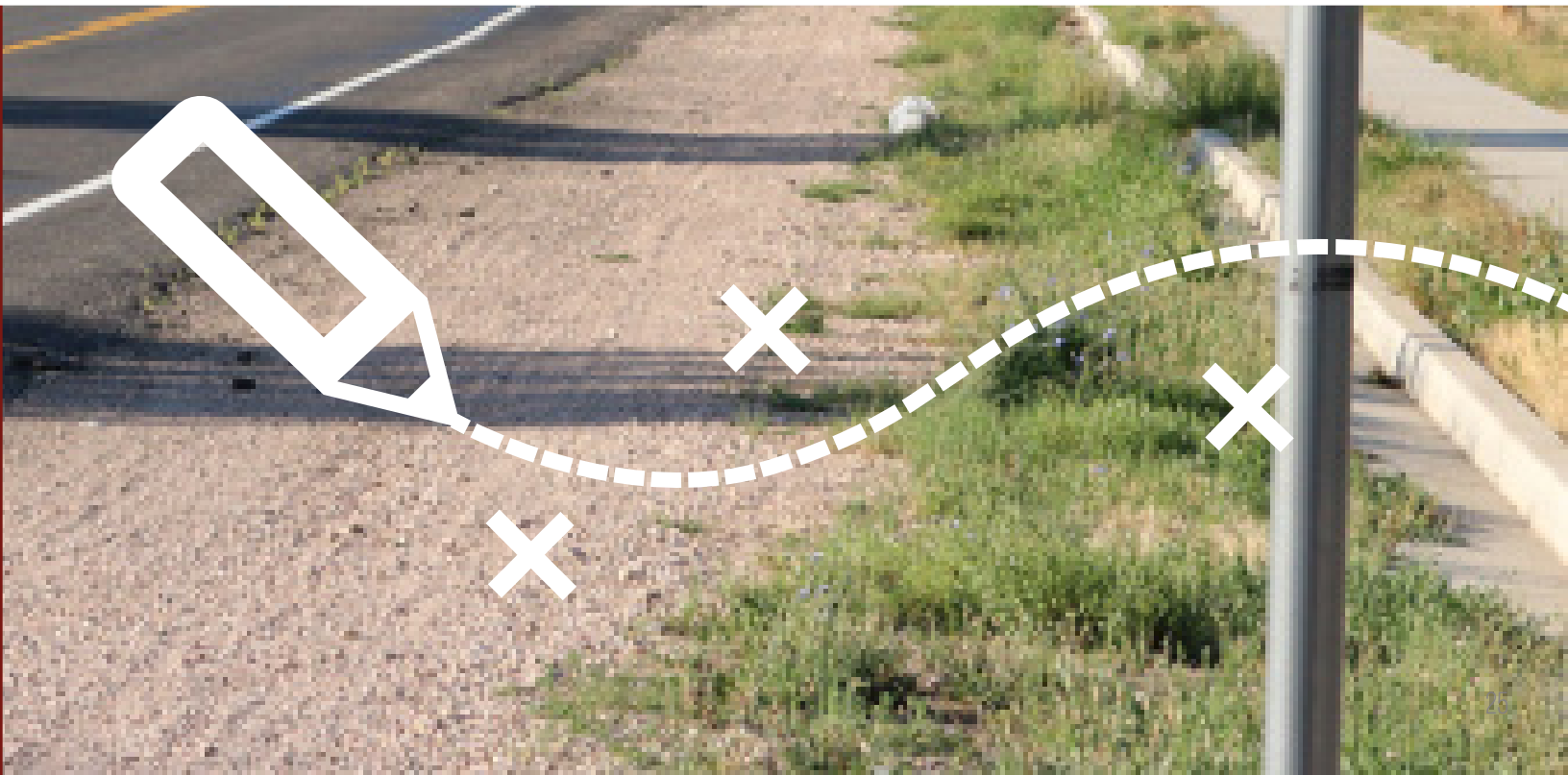
Towns can address many different and unique challenges in their general plans. Ordinances should be based on the information, goals, and vision outlined in the general plan. Some towns specifically address subdivisions in their general plans, or specific development forms like **flag lots**.

Flag Lot: A parcel of land behind another lot that has narrow access to the public street.

EXAMPLE // *Specific challenges* // Oak City
Oak City discourages development resulting in flag lots due to concerns for safety, environment, and community character.



TRANS-PORTATION



USEFUL WHEN: The community has transportation infrastructure and mobility decisions. Required section.

THIS SECTION SHOULD ANSWER...

- Do we like our current transportation system?
- Do we know what changes the community desires in our transportation system?
- Will future developments create or alleviate traffic congestion? How will we address that?
- What forms of transportation should we encourage or discourage?
- Is our transportation system safe for vehicles and pedestrians?
- Do we know when to and how we will maintain the transportation system?
- How does our transportation element work with our housing and land-use plan elements?

SECTION CONTENTS:

TRANSPORTATION
- Road definitions
- Public transit
- Airports
- Parking

TRANSPORTATION

State code requires

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

The transportation section of the general plan is required by state law, and addresses transportation infrastructure in the community. This section consists of the general location and use of existing right-of-ways, roads, street, highways, rail, and other means of transportation. A single map will quickly and effectively illustrate much of this information. This map can also illustrate future right-of-ways that the community intends to purchase. It should also discuss the location and use of future modes of transportation. Begin by stating your transportation goals, and the specific actions that you will take to achieve those goals. For example, your goal could be to have safe, well-maintained roads. The accompanying actions could include a maintenance schedule, enacting ordinances prohibiting ATVs on public roads, and installing traffic control devices at key intersections.

Make sure that your transportation plan corresponds to the land use and annexation plans as well as plans for future growth or decline. The transportation element of the general plan should describe the town's current transportation conditions and discuss their strengths and limitations. This can highlight needed changes and makes it much easier to establish what actions need to be taken to meet the community's transportation goals. If state-controlled highways cross your town, it's wise to clearly define the community's goals for those roads, and consult with the state department of transportation. It is also wise to adopt a maintenance schedule for public roads.

Some important transportation issues to consider are: the number and types of vehicles that will use the road (farm vehicles, family cars, ATVs, bicycles, etc.); the size of rights of ways and their maintenance; the existence of sidewalks; utilities infrastructure underneath roadways; and the town's ability to maintain roads.

PRO TIP : RULE RATIONALE

Often community members get frustrated with regulations that they feel limit their ability to use public resources like roads. For instance, residents may be frustrated that ATVs are not allowed on public roads, thinking that the town is trying to exert control, when the reality is that the town is trying to reduce road maintenance costs by decreasing the wear and tear on roadways from ATVs. Putting the fiscal rationale, or other reasons, for the rule can help residents understand why the rule ultimately helps reduce the financial burdens on the community.

ROAD DEFINITIONS

Some communities choose to include definitions of their road hierarchy classifications. These are ways to group and distinguish roads based on common purpose and traits and to think of roads as a transportation "system." Since streetscapes greatly influence neighborhood character, these also help your community define and control that character. The U.S. Department of Transportation provides standard classifications (see table below). Some communities use these designations to prioritize road repair projects and funding. You can also create cross sections to define how new roads of each classification will be built, illustrating sidewalk widths, on-street parking, and the placement of lanes.

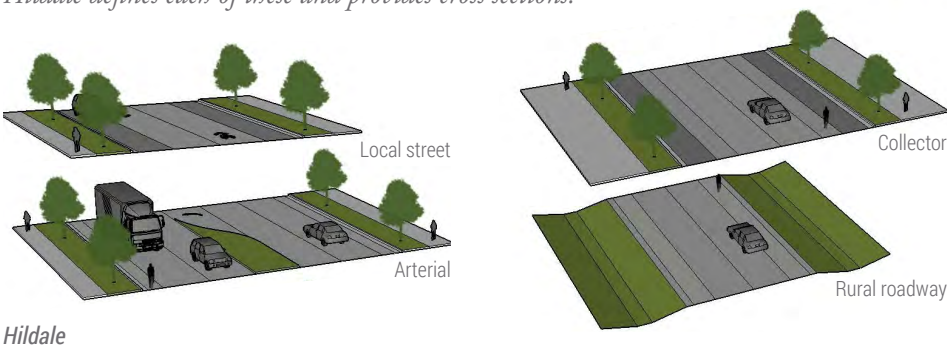
USEFUL WHEN: There are enough roads to define different classifications, or road character is different enough to warrant a more thorough explanation.

THIS SECTION SHOULD ANSWER...

- Which classification of roads does the community currently have?
- What classifications are desired?
- What changes will be made to classifications?
- What do each of these classifications mean for the community?

EXAMPLE // *Road definitions* // Hildale

Hildale defines each of these and provides cross sections.



Hildale

	DESCRIPTION	ACCESS POINTS	TYPICAL SPEEDS	TYPICAL LANE / SHOULDER WIDTH	AADT* (VMT**)
Principal Arterial (Other)	Serve higher-volume vehicle movement with higher-speed, longer-distance travel, supporting statewide or interstate travel. Usually part of a state network. Example: Highway 89.	Few	45+ mph	11–12 ft 8–12 ft	2000–8500 (12–29%)
Minor Arterial	Generally designed for relatively high traffic speeds and minimal impedaments to movement (stop signs or stop lights). Generally spaced 0.5–3 miles apart. Access is typically limited to promote traffic movement; parking is usually not allowed. Example: Route 24	Few	35–45 mph	10–12 ft 4–8 ft	1500–6000 (12–19%)
Major Collector	Intended to channel traffic to the arterial system. Generally spaced about 0.5 mile apart. Direct access to adjoining property is common. Parking is acceptable but may be limited.	Some	30–35 mph	10–12 ft 1–6	300–2600 (12–24%)
Minor Collector	Intended to collect traffic from local roads and connect to major collectors. Parking is acceptable but may be limited.	Some	25–30 mph	10–11 ft 1–4 ft	150–1100 (3–10%)
Local	Provide direct access to property. Most streets are local streets and are characterized by slower speeds, smaller roads, and lower traffic volumes.	Many	20–30 mph	8–10 ft 0–2 ft	15–400 (18–61%)

*Average Annual Daily Traffic ** Vehicle Miles Traveled

Adapted from: https://www.fhwa.dot.gov/planning/processes/statewide/related/highway_functional_classifications/fcauab.pdf

ALTERNATE TRANSPORTATION

USEFUL WHEN: There is community desire for greater walkability, bikability, or conflicts between automotive transportation and other modes.

THIS SECTION SHOULD ANSWER...

- What is the current infrastructure that supports the decided transportation medium?
- What issues or conflicts arise with the selected mediums?
- What future infrastructure will be pursued for the decided medium?

Although not an issue in some communities, bicycling and walking are important methods for residents to move around and can frequently come into conflict with automotive transportation. Your plan's transportation section can help by defining a vision for bicycle and pedestrian infrastructure (i.e., sidewalks, bike paths, crosswalks). In addition, for the safety of riders and mitigating road maintenance issues, some communities have needed to address horse and ATV use on town streets by defining what roads are appropriate for use and which are not. This section can also include your community's vision and plan for trails, recreational, or multi-use. With each of these topics, a map can be efficient and useful in illustrating both the current and desired condition.

EXAMPLE // *Alternate transportation* // North Logan

One of the key components of the Transportation Plan is the encouragement of multiple modes of transportation such as transit, bicycling, car-sharing and walking. Increasing travel options yields numerous community benefits including reduced traffic, less need for costly roadway improvement projects, a more enjoyable pedestrian environment and improved air quality.

EXAMPLE GOAL // *Alternate transportation* // Moab

Promote an appealing driving and walking experience for residents and visitors.

PUBLIC TRANSIT

USEFUL WHEN: There are public transit services available or desired in your community.

THIS SECTION SHOULD ANSWER...

- What demand currently exists?
- What services are currently available?
- If increased services are desired, what resources are required for it?

While very few rural communities will have active public transit, there are some who have limited service, or service from the county or neighboring communities. Communities servicing the elderly, nearby colleges, airports, resorts or ski areas may have limited bus service. In addition, as the population ages, communities may need to consider public transit in order to serve an aging population who, despite being unable to safely operate a vehicle, desire to maintain independence. Small town public transit can take several forms, including buses, shuttles, vans, and or cars.

EXAMPLE // *Public Transit* // Kanab

Kanab City does not currently offer public transportation service. The Kane County Council on Aging operates a transportation service to transport senior citizens to medical appointments, shopping and activities. As the community grows, planning for public transportation to service the significant population of youth, seniors, people with disabilities, and low income households will improve the mobility of Kanab citizens.

EXAMPLE GOAL // *Public transit* // Kanab

Plan for transit and active transportation modes. Explore opportunities for public and/or inter-city transportation for Kanab City. Identify corridors where sidewalk, crosswalks, paths and other improvements are needed.

AIRPORTS

Airports carry with them specific planning challenges, mostly related to adjacent land use. If communities can define their realistic vision for the size and use of the airport, it helps to define appropriate zoning and buffer areas around the airport. A balance must be made between adjacent land owners' rights and future airport benefits, expansion, and safety. For more information on this topic, visit http://ruralplanning.org/airports.

EXAMPLE // *Airports* // Kanab

The Kanab Municipal Airport, located in the south end of Kanab, serves the business and tourist community with scenic flights and charter service. The paved runway is 6040 feet long and 75 feet wide. As the community grows, more emphasis on expanded development and use of the airport will become an important issue. Updates of the Airport Master Plan should be completed using a public involvement process, utilizing professional transportation consultants, specializing in airport planning.

EXAMPLE GOAL // Airports // Kanab

Plan airport improvements. Review and update Master Plan including needs for future air transportation in the region. Include the public and seek funding for improvements with transportation professionals.

NOTE: *A separate airport master plan is required in order to obtain FAA airport funding.*

USEFUL WHEN: If you have an airport within the city's jurisdiction or influence.

THIS SECTION SHOULD ANSWER...

- Do current zones (or overlay zones) allow compatible uses while prohibiting incompatible uses?
- Are zones more restrictive than necessary, potentially and unnecessarily reducing land values?
- How does the airport fit into current quality of life and economic development in the community?
- How does the airport fit into the economic ambitions and possibilities of the community in this time frame? How will these planned changes impact the size of areas that need additional land use regulations?

PARKING

Parking can be a hot-button issue, particularly on main streets, commercial areas, and in tourist-heavy towns. Communities should examine the current inventory of parking, it's frequency of use, and work toward determining the appropriate amount given demand, store and business needs, community desires, and available space. Parking studies can be conducted with varying degrees of complexity, and can provide a data-driven context for decision-making. If parking is tight one day a year, there might not be a problem; if it's an issue every weekend, change may be required. Note that the answer isn't always more free spaces—metered parking, private parking, shared spaces, increased walkability, and even shuttles or other related solutions can address parking congestion.

EXAMPLE // *Parking* // Torrey

Parking congestion is not currently a problem in Torrey, though the town should pursue strategies for convenient off-street parking in anticipation of growing visitation in the future. Promote small town atmosphere, convenience for visitors, safe pedestrian travel, and economic viability of local businesses through reduction of parking congestion and more efficient use of existing parking in the town.

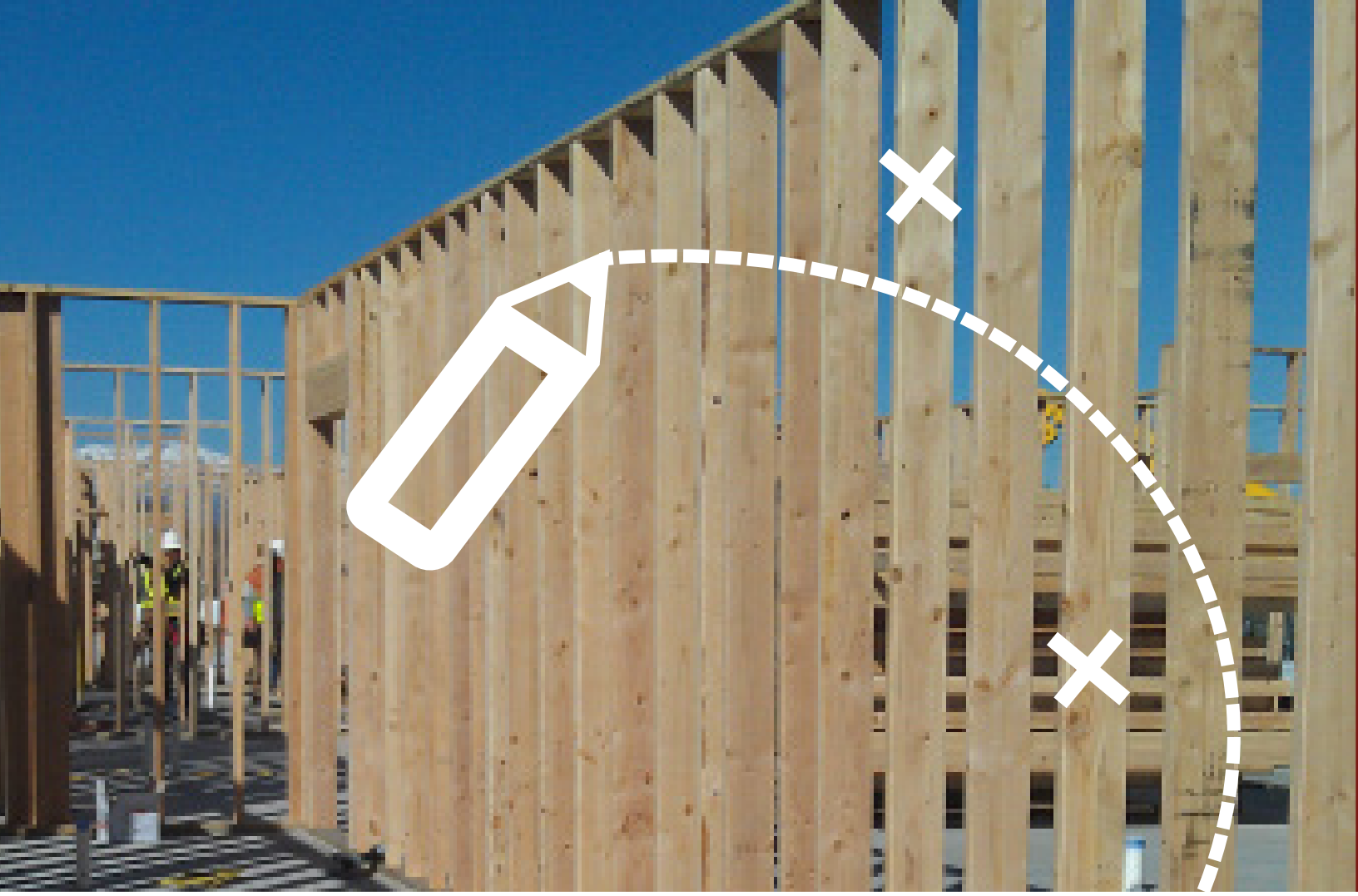
EXAMPLE GOAL // *Parking* // Boulder

To provide for and ensure an adequate supply of off-street private and public parking to meet the needs of local residents and visitors to the town.

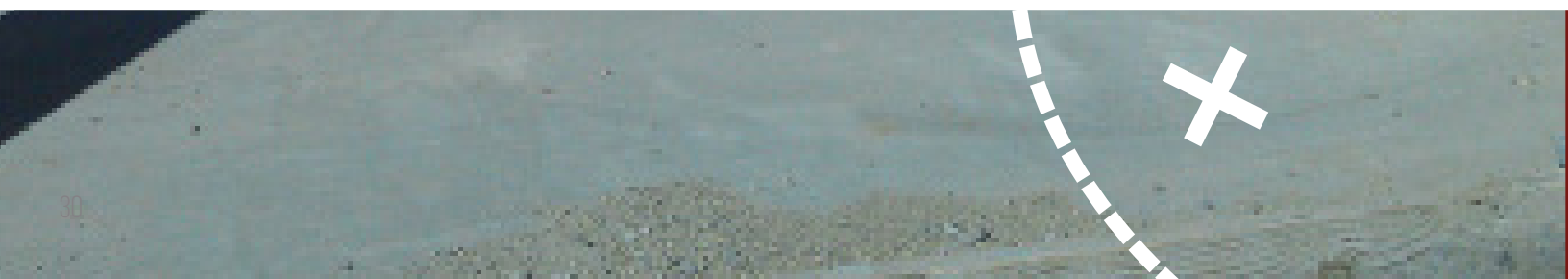
USEFUL WHEN: Parking has become, or may become, an issue within your community.

THIS SECTION SHOULD ANSWER...

- What parking is currently available and how often is it inadequate?
- What options exist for addressing excess demand?



MODERATE INCOME HOUSING



MODERATE INCOME HOUSING

State code 10-9a-403* requires:

for a municipality described in Subsection 10-9a-401(3)(b), a plan that provides a realistic opportunity to meet the need for additional **moderate income housing**

(b) In drafting the moderate income housing element, the planning commission:

(i) shall consider the Legislature's determination that municipalities shall facilitate a reasonable opportunity for a variety of housing, including moderate income housing:

(A) to meet the needs of people desiring to live in the community; and

(B) to allow persons with moderate incomes to benefit from and fully participate in all aspects of neighborhood and community life; and

(ii) for a town, may include, and for other municipalities, shall include, an analysis of why the recommended means, techniques, or combination of means and techniques provide a realistic opportunity for the development of moderate income housing within the next five years, which means or techniques may include a recommendation to:

(A) rezone for densities necessary to assure the production of moderate income housing;

(B) facilitate the rehabilitation or expansion of infrastructure that will encourage the construction of moderate income housing;

(C) encourage the rehabilitation of existing uninhabitable housing stock into moderate income housing;

(D) consider general fund subsidies to waive construction related fees that are otherwise generally imposed by the city;

(E) consider utilization of state or federal funds or tax incentives to promote the construction of moderate income housing;

(F) consider utilization of programs offered by the Utah Housing Corporation within that agency's funding capacity; [and]

(G) consider utilization of affordable housing programs administered by the Department of Workforce Services; and

(H) consider utilization of programs administered by an association of governments established by an interlocal agreement under Title 11, Chapter 13, Interlocal Cooperation Act.

The housing section of the general plan highlights the quality, affordability, and types of housing that currently exist in the community, and which the community hopes to develop. Your housing plan should coordinate with your land use and transportation plans.

* 10-9a-403 was amended by HB 259, Moderate Income Housing Amendments in the 2018 legislative session. This bill also changed the population threshold from 1,000 or greater to 5,000 or greater, if the city is located in a county of the first, second, or third class; a metro township of 5,000 or more; a metro township with a population of 5,000 or less if located in a county of the first, second, or third class—effective July 1, 2019.

SECTION CONTENTS:

HOUSING
- Introduction
- Current Moderate-Income Population
- Current Housing Stock
- Current Availability and Need
- Forecast of Moderate-income Housing Need
- Plans to Meet Need

Moderate-income housing: Housing occupied or reserved for occupancy by households with a gross household income equal to or less than 80% of the median gross income for households of the same size in the county in which the city is located.

Plan for moderate income housing: a written document adopted by a city legislative body that includes:

(a) an estimate of the existing supply of moderate income housing located within the city;

(b) an estimate of the need for moderate income housing in the city for the next five years as revised biennially;

(c) a survey of total residential land use;

(d) an evaluation of how existing land uses and zones affect opportunities for moderate income housing; and

(e) a description of the city's program to encourage an adequate supply of moderate income housing.

UTAH CITY / COUNTY CLASSIFICATIONS

Class	Municipalities	Counties
1st	>100,000	>700,000
2nd	65,000–100,000	125,000–700,000
3rd	30,000–65,000	31,000–125,000
4th	10,000–30,000	11,000–31,000
5th	1,000–10,000	4,000–11,000
Town / 6th	< 1,000	< 4,000

NOTE: *Some of the content suggested here may be found already in the plan background section. You may need to repeat the information. We encourage communities conducting moderate income planning to use tools available through the Housing and Community Development's Affordable Housing shared Google Drive folder: https://goo.gl/6PC62y.*

PRO TIP : AMI GROUPS

Area Median Income is the midpoint of a region's income distribution. This means that half of households in the area of examination earn less and half earn more than the median. These different groups are typically grouped by percentages of that area median income: ≤80%, ≤50%, ≤30%.

INTRODUCTION

Begin by stating the purpose of the moderate income housing section. Since state law requires a moderate income housing plan for many communities, legal compliance is often cited as a primary purpose. All towns should consider including a housing section. Some towns under 5000 embrace the benefits of understanding and planning for moderate income and workforce housing. You can also describe how the moderate-income housing plan fits within the general plan's context and how these planning efforts fit within regional efforts.

If not previously addressed, it may be helpful to describe current community background information: growth patterns, community sentiments towards housing, local economic conditions, or other factors which may influence the supply or demand for moderate income housing.

Examine your current land use ordinances, and regulations for how they impact the availability of affordable housing. Discuss any other potential barriers to affordable or moderate income housing.

EXAMPLE // *Affordable housing for towns* // Torrey

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

THIS SECTION SHOULD ANSWER...

- What's the current population of target income groups?
- How has it changed over time?

CURRENT MODERATE-INCOME POPULATION

In order to determine the current demand for moderate income housing, include current demographic data, how it has changed over time, and the number of households which fall into targeted income groups (≤80% AMI, ≤50% AMI, and ≤30% AMI). When combined with current moderate income housing supply, this will be used later to calculate current and anticipated moderate income housing need.

THIS SECTION SHOULD ANSWER...

- What is the amount, availability, and condition of the current moderate-income housing stock?
- How many units have received Low Income Housing Tax Credit (LIHTC) or Olene Walker Housing Loan Fund (OWHLF) money?
- How many households have a Section 8 voucher?

CURRENT HOUSING STOCK

In order to calculate the total supply of moderate income housing units, list the total number of housing units available, then break down the data by occupancy (renter-occupied or owner-occupied), size (number of bedrooms), and quality ("new," "dilapidated," etc.). This might be best accomplished by using a simple table (see below). This should include the number of Low Income Housing Tax Credit units and the number of housing vouchers.

# AVAILABLE HOUSING UNITS	RENTER-OCCUPIED	OWNER-OCCUPIED	# BEDROOMS	AGE	#	# LIHTC	# VOUCHERS
19,879	5,622 (28.3%)	9,513 (47.9%)	Studio: 270 1bd: 761 2bd: 1616 3bd: 2101 4bd: 503 5bd: 247	>2000: 1980-1999: 1960-1979: 1940-1959: <1939:	1236 2020 1396 429 417	2125	1436

CURRENT AVAILABILITY AND NEED

After defining the number of housing units, you must determine the availability of existing housing for targeted income groups (≤80% AMI, ≤50% AMI, and ≤30% AMI). This can be done through searches on real estate listing websites like realtor.com or zillow.com.

Next by using household growth estimates and current housing availability, determine the number of current moderate income units available and additional units needed, breaking it down by targeted income groups (homeless, disabled, veterans, elderly, youth aging out of foster care, victims of domestic violence, etc.), race and ethnicity, housing size, and special needs groups.

THIS SECTION SHOULD ANSWER...

- What is the current demand for moderate-income housing?
- What is the current supply of moderate-income housing?
- How many additional units are required to meet current demand?

FORECAST OF MODERATE-INCOME HOUSING NEED

Using the current statistics as a baseline, project low, medium, and high household growth for the next five and ten years. Then estimate the percentage of the population that will fall within targeted income levels and special needs groups over the next five and ten years.

Next compare the projected growth of households and expected housing construction for the next five and ten years. Note that optimal housing is to have one household per housing unit. If the average household size is 3.15 people, you'd need one housing unit per 3.15 people. Housing production that significantly lags behind household formation is a key affordability indicator.

Estimate of the number of housing units needed by residents within targeted income levels and special needs groups for the next five and ten years.

THIS SECTION SHOULD ANSWER...

- What is the demand for moderate-income housing in the near future?
- How many units are needed to meet future demand?

DEVELOPMENT PLAN TO MEET NEED

After understanding all the previous data, draft goals, objectives, and plans to strategically meet forecasted affordable housing needs, and to eliminate regulatory barriers to affordable housing. This should include the number of affordable housing units to be built, possible locations for new affordable housing units, and community resources that can be used to support development (RDA/EDA housing set-aside funds, fee waivers, local CDBG funds, donated land, etc.).

THIS SECTION SHOULD ANSWER...

- How will your community meet moderate-income housing demand in the future?

EXAMPLE // *Moderate income housing plan* // Iron County

The Iron County Moderate-Income Housing Plan is held up as an example of well structured plan. This plan is available at https://goo.gl/6PC62y.

PRESERVATION PLAN TO MEET NEED

Communities should not rely on new development to meet housing needs. Units exiting subsidy programs are the second biggest cause of affordable housing loss. Older housing stock is one of the primary sources for affordable housing. Communities should make efforts to keep current housing affordable.

FAIR HOUSING SECTION

This section is an explicit statement of the city's fair housing policies and practices. It should expressly acknowledge support of the State's fair housing laws and U.S. fair housing laws. This section should include a base map of the city with residential zoning layers (excluding other layers). The section should also include basic maps of the city broken into census block groups, if possible. Including the following:

- Owner median income
- Renter median income
- Median rental costs
- Median ownership costs

Cities that are too small to have more than one census block do not need these maps.

THIS SECTION SHOULD ANSWER...

- What types of housing exist in our community? What types to we want to see?
- Are we aware of any threats to housing, such as floodplains or fault lines?
- Do we understand the housing needs of our residents?
- Can people of different financial means afford to live here?
- Are there areas where we should not allow housing?
- How does our housing element coordinate with our land-use and transportation section?

BEYOND AFFORDABILITY

Beyond addressing moderate-income housing, this section can include discussions on treatment of subdivisions, encouragement or discouragement of certain housing types, and projected housing build out.

OTHER AREAS

Utah code allows for general plans to contain any elements which the town feels are appropriate. These will be addressed more directly in subsequent guides. The following are some sample elements (not an exhaustive list):

- Environmental issues
- Public buildings, services and utilities
- Capital improvements
- Community facilities
- Natural hazards
- Critical and sensitive lands
- Parks and recreation
- Economic development
- Beautification, blight control and redevelopment
- Main street
- Rural character
- Arts and culture
- Historic preservation
- Community promotion
- Agriculture and food
- Urban forestry
- Water
- Emergency preparedness
- Wastewater
- Community design
- Public safety
- Trails
- Tourism
- Dark skies

APPENDIX

The appendix is where you will place maps and graphics that support each section. Placing those figures here will keep each section focused and concise. Be sure to appropriately label all maps, graphs, charts, or images so that the reader will understand their purpose and know what general plan section they belong to.

The appendix is also an appropriate place to list any other information you wish to include. Some information may be important, but not belong to any specific section. This information can be placed in the appendix for reference. For example, a capital asset inventory and maintenance schedule is important for town leaders, but may not belong in any one general plan section. By placing it in the appendix, readers may reference the plan as needed.

CONCLUSION

More than a simple legal exercise in compliance, good planning can help shape the community for decades to come. Drafting a general plan for your community can seem like a daunting effort; however, at its foundation, planning is simply community members collectively solving problems and proposing actions. There are resources like this document to inform you and various organizations or consultants to guide you. Planning is the process of understanding your current condition, identifying your desired condition, and coordinated movement towards that goal. Plans lay the foundation for the future of your community—it's your choice.



APPENDIX A: DEFINITIONS

These common planning term definitions are purely for introductory reference and should not be used as a source for statutory definitions.

Accessibility: The ability of people to move around an area and reach places and facilities, including elderly and disabled people, those with young children, and those encumbered with luggage or shopping.

Action: Incremental step, aligned with strategy, which moves toward achieving an objective or goal, or implementing a policy.

Age pyramid: Illustrate the percentage of a population in a set of age groups. Generally, a healthy age pyramid has a large base of youth that tapers towards a smaller population at the top.

Annexation: To incorporate a land area into an existing district or municipality, with a resulting change in the boundaries of the annexing jurisdiction.

Brownfield: Abandoned, previously developed site that is known or believed to have contaminated soil or groundwater.

Capital assets: Any building or infrastructure project that will be owned by a governmental unit.

Demographics: Statistical data relating to the population and particular groups within it.

Density: The average number of households, persons, or dwelling units per acre of land. Densities specified in the general plan may be expressed in units per gross acre or per net developable acre.

Density can be controlled through zoning by: use restrictions, minimum lot-size requirements, floor area ratios, land use-intensity ratios, setback and yard requirements, minimum house-size requirements, ratios comparing number and types of housing units to land area, limits on units per acre, and other means.

Easement: Usually the right to use property owned by another for specific purposes or to gain access to another property. For example, utility companies often have easements on the private property of individuals to be able to install and maintain utility facilities.

Eminent domain: The right of government to acquire private property for public use upon the payment of just compensation to the owner.

Exaction: A fee or dedication required as a condition of development permit approval. Exactions may be incorporated into a community's zoning code or negotiated on a project-by-project basis.

Flood plain: The land area susceptible to inundation by water as a result of the flood.

Geographic Information System (GIS): Computer-based systems capable of managing, integrating, and displaying geographic and population data to reveal relationships, patterns, and trends.

Infill development: Development of vacant or underutilized land (usually individual lots or leftover properties) within areas that are already largely developed.

Infrastructure: Public services and facilities like sewage-disposal systems, water-supply systems, other utility systems, schools, roads, bicycle and pedestrian facilities, and transit systems.

Land use: The occupation or utilization of land or water area for any human activity or any purpose defined in the general plan.

Strategy: Thoughtful implementation aimed at achieving the desired goals.

Moderate-income housing: housing occupied or reserved for occupancy by households with a gross household income equal to or less than 80% of the median gross income for households of the same size in the county in which the city is located.

Objective: Measurable benchmark which moves toward the goal.

Open Space: Any parcel or area of land or water that is essentially unimproved and devoted for the purposes of (1) the preservation of natural resources, (2) the managed production of resources, (3) outdoor recreation, or (4) public health and safety

Ordinances: A law or regulation adopted by a public agency, usually a city or county.

Plan adoption: Official declaration by an elected council for the plan to be in effect for the community.

Policy: Decision made in advance to guide future decisions.

Public services: Actions performed or coordinated by government and provided to citizens (e.g., garbage, animal control).

Right-of-way: A strip of land designated for use as certain transportation and public use facilities including roadways, railroads and utility lines.

Subdivision: The division of a tract of land into defined lots, either improved or unimproved, which can be separately conveyed by sale or lease, and which can be altered or developed. The process often includes setting aside land for streets, sidewalks, parks, public areas, and other infrastructure needs, including the designation of the location of utilities.

Variance: The act of moving away from any zoning requirement provision, except use, without changing the zoning ordinance of the parcel. Typically granted as limited waivers under special circumstances where hardship based on the peculiarity of the property in relation to other properties in the same zone district can be demonstrated.

Zoning: Legislatively dividing a city or county into areas, or zones, to specify allowable uses for property and size restrictions for buildings within these areas.

APPENDIX B: RESOURCES

Community Development Office
The State of Utah's Community Development Office, is part of the Division of Housing & Community Development in the Department of Workforce Services. The Community Development Office assists rural Utah communities with planning and management issues through training, consulting, research, and technical support. It strives to help communities be self-reliant, self-determined, and prepared for the future. www.ruralplanning.org.

Regional Planning Program
The Utah Permanent Community Impact Fund Board (CIB) funds a full-time planner in each regional association of governments (AOG). These planners help provide continuous quality planning and can assist with community planning, including general plans. See the following page for contact information.
https://jobs.utah.gov/housing/cib/rpp.html

Utah League of Cities and Towns
The Utah League of Cities in Towns serves the 247 incorporated municipalities in the State of Utah by representing municipal government interests to the state and federal government. The League also provides trainings on planning and land use, offers consultations and assistance, and hosts several conferences annually. www.ulct.org.

Land Use Academy of Utah
The Land Use Academy of Utah (LUAU) is funded by the Utah State Legislature to provide professional education to civic leaders. LUAU produces instructional publications and videos on land use and planning issues, and conducts training sessions for local leaders several times a year.
www.luau.utah.gov.

Land Use Institute
The Land Use Institute aims to raise the professionalism of those involved in the land use arena. The Land Use Institute sponsors an annual fall conference, hosts seminars, and offers both print and electronic instructional materials.
www.utahlanduse.org.

American Planning Association Utah Chapter
The Utah Chapter of the American Planning Association (APA) is the professional organization for Utah's planners. APA Utah organizes two conferences each year, hosts questions and answers through its email listserv, and maintains an extensive library of planning resources on its website. Though not all citizen planners qualify for APA membership, its conferences and many of its materials are available to everyone.
www.apautah.org.

University Partners
Various universities across the state have outreach/extension programs, service project or service-learning programs in place to help communities with planning issues and analysis. Contact the university's planning or public administration department, or the Community Development Office can help coordinate university partnerships.

Consultants
Planning consultants and contract planners are available across the state to assist on a variety of issues. Consultants can be used to write the entire plan or only certain parts of it. Before hiring a consultant, make sure to do your due diligence to find the consultant that has the right knowledge, skills, and attributes for your project, budget, and community. For a list of planning consultants, visit www.ruralplanning.org/consultantlist.

Other Publications
The Small Town Planning Handbook by Thomas S. Daniels et. al. Published by the American Planning Association, this book is a comprehensive guide on the planning process, specifically adapted to small communities.

REGIONAL PLANNING PROGRAM CONTACTS

Bear River AOG
Box Elder, Cache, Rich
Brian Carver
435-713-1420
brianc@brag.utah.gov
170 North Main
Logan, UT 84331

Six County AOG
Juab, Millard, Sanpete, Sevier, Piute, Wayne
Travis Kyhl
435-893-0713
tkyhl@sixcounty.com
P.O. Box 820 (250 North Main)
Richfield, UT 84701

Five County AOG
Beaver, Iron, Washington, Garfield, Kane
Gary Zabriskie
435-673-3548
gzabriskie@fivecounty.utah.gov
P.O. Box 1550 (1070 W 1600 S, Bldg. B)
St. George, UT 84771

Southeastern Utah ALG
Carbon, Emery, Grand, San Juan
Michael Bryant
435-613-0035
mbryant@seualg.utah.gov
375 S Carbon Ave.
Price, UT 84501

Uintah Basin AOG
Daggett, Duchesne, Uintah
Kevin Yack
435-722-4518
keviny@ubaog.org
330 East 100 South
Roosevelt, UT 84066

Mountainland AOG
Summit, Wasatch, Utah
Robert Allen
801-229-3813
rallen@mountainland.org
586 East 800 North
Orem, UT 84087

Wasatch Front Regional Council
Weber, Davis, Morgan, Salt Lake, Tooele
Val John Halford
801-363-4250
vhalford@wfrc.org
295 North Jimmy Doolittle Rd.
Salt Lake City, UT 84116

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2. Sendich, E. (Ed.) 2006. *Planning and Urban Design Standards*. American Planning Association, John Wiley & Sons, Inc. New Jersey.

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Highway Functional Classification Concepts, Criteria and Procedures. https://www.fhwa.dot.gov/planning/processes/statewide/related/highway_functional_classifications/section03.cfm#Toc336872980

UDOT map for Functional Classifications found https://www.udot.utah.gov/main/f?p=100:pg:0::::V,T:,1224

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Hildale City's general plan.

Institute for Local Government. (2010). *Understanding the Basics of Land Use and Planning: Glossary of Land Use and Planning Terms*. Available online: http://www.ca-ilg.org/sites/main/files/file-attachments/2010_-_landuseglossary.pdf.

Davidson, M. and Dolnick, F. (2004). *A Planners Dictionary*. American Planning Association.

PLANS ANALYZED

To assist in writing this document, the following plans from rural Utah were analyzed for structure, plan approach, and content. These were selected as plans that have met all the basic requirements of state code, and could serve as examples of various ways to construct a planning document:

Boulder
Castle Valley
Centerfield
Elwood
Green River
Helper
Hildale
Hyrum
Kanab
Millville
Moab
Nibley
North Logan
Oak City
Price
Richmond
Torrey

Special thanks for review and consultation on this document:
Mike Hyde, AICP—*Duchesne County Community Development Director*

Robert Kohutek—*Community Analysis and Planning Specialist, Department of Housing and Community Development*

Evan Curtis—*State Planning Coordinator, Utah Governor's Office of Management and Budget*



WORKFORCE SERVICES
HOUSING & COMMUNITY DEVELOPMENT
COMMUNITY DEVELOPMENT OFFICE

For more resources, visit ruralplanning.org/toolbox

The Community Development Office is housed in the Housing and Community Development Division, part of the Utah Department of Workforce Services.
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AUG2018