This plan has defined various uses as depicted on the General Land Use Map shown of Page 2 of this Chapter. Each specific use such as Agricultural, Residential, Commercial and Industrial have been broken down into sub-categories to better define the goals of this plan.

The tables shown of Pages 3 thru 6 of this chapter explain each use and show the applicable zoning. In addition, it defines a density range for each category.

Immediately following the adoption of this plan, Ballard City will conduct a comprehensive revision to its zoning ordinance. This revision will establish zones consistent with this plan and will provide an updated zoning map showing the revised zones. At this time it is not anticipated that existing zoning categories will change for existing properties. A currently zoned Commercial parcel will still be zoned Commercial, however the definition of that zone will be redefined under the new zoning ordinance. This process will follow the required steps to meet the statues for changing a zone.

In addition to the standard categories, a series of mixed use zones have been created. These zones will allow a mix of residential and commercial and a mix of commercial and industrial. In addition to these categories, a Planned Unit designation will be defined.

Due to its importance the difference between a General Plan and Zoning is restated here:

1. The General Plan provides broad direction regarding land use arrangement and net density. Net density is the density of a specific area, not including any open spaces that may have been subtracted. Densities of general plans are often identified as ranges. The General Plan designations generally respond to natural, physical constraints, such as steep slopes and floodplains, but do not necessarily follow actual ownership boundaries.

2. On the other hand, a Zoning Plan is a designation that confers legally binding rights to a land-owner. Because they convey legal rights, zoning designations usually follow property lines. (Note that a zoning designation does not usually stipulate the arrangement of uses on the land. It merely grants a gross density for the entire parcel. This is the reason that zoning and the General Plan need to be used in concert with each other. The zoning plan sets the overall density or number of units and the General Plan suggests how those units should be arranged.)

3. The third level of land use regulation is comprised of subdivision and building permit regulations. These are detailed requirements regarding the process and technical requirements for subdividing land, and constructing buildings (fire safety, etc.).
## General Land Use Plan Designation/Purpose

<table>
<thead>
<tr>
<th>Plan Designation/Purpose</th>
<th>Density (Residential Only)</th>
<th>Applicable Zoning</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Agricultural (A)</strong></td>
<td>1 or less d.u./ac.</td>
<td>A-20 A-10 A-5 RA-5 PD</td>
</tr>
<tr>
<td>Large tracts of land that provide agricultural, ranching and similar uses. These areas can accommodate a wide variety of farm animals and related activities. The number of animals shall be consistent with the applicable zone granted. Residential units may be clustered on smaller lots to preserve agricultural lands and open spaces, provided that the overall density is consistent with the general plan. Residential developments that are inconsistent with the operations and impacts associated with farming and ranching shall not be allowed. Minimal urban types of improvement will be provided.</td>
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</tbody>
</table>

| **Rural Residential (RR)** | 1 or less d.u./ac. | RA-1 RA-2 RA-5 PD |
| Large lots and tracts of land that accommodate agricultural, equestrian and other rural uses. Lots in this area will have abundant open spaces characterized by maintained agricultural fields, natural preserved open spaces with minimal urban type improvements. Large animals are permitted under terms of the applicable zones granted. Residential units may be clustered on smaller lots to preserve agricultural lands and open spaces, provided that the overall density is consistent with the general plan. These types of development shall include improvements with maintained amenities consistent with this area. |

| **Low Density Residential (LDR)** | 1-2 d.u./ac | RA-1/2 RA-1 R-1-40 R-1-30 |
| Primarily large residential lots and/or estate type lots with restricted agricultural and ranching uses. Large animals such as horses may be permitted but the number and types are limited. Higher density developments may be adjacent to these areas with appropriate buffering. A higher level of urban type improvements such as sidewalks, street improvements and drainage facilities may be required. Civic uses such as churches, schools, parks and trails may be located in or adjacent to these areas. |

<p>| <strong>Low to Medium Residential (LMDR)</strong> | 1-4 d.u./ac | R-1-40 R-1-30 R-1-15 R-1-12 |
| Typical suburban type single family residential lots. These lots have a high level of urban type improvement and do not allow large or farming type animals. Attractive landscape yards with a variety of attractive homes identify this area. Civic uses such as churches, schools, parks and trails are intermixed within these areas |</p>
<table>
<thead>
<tr>
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</thead>
<tbody>
<tr>
<td><strong>Medium Density Residential (MDR)</strong></td>
<td>5-8 d.u./ac.</td>
<td>R-1-10 R-1-8 R-1-6 MH PD</td>
</tr>
<tr>
<td>Smaller Single family homes within planned developments and/or traditional neighborhoods are typical of these areas. Attractive and well designed duplexes, townhomes and condominium projects are allowed. Attractive and well designed Recreational Vehicle Parks and Mobile Home Parks may be allowed as long as they do not exceed the densities allowed by the general plan for these areas</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>High Density Residential (HDR)</strong></td>
<td>8-12 d.u./ac.</td>
<td>MH PD</td>
</tr>
<tr>
<td>Duplexes, townhomes, condominiums and apartment complexes are typical of these areas. Attractive, well designed and maintained projects are permitted in these areas. All projects in these areas shall provide the required landscaping and amenities consistent with the zone granted. Attractive and well designed Recreational Vehicle Parks and Mobile Home Parks may be allowed as long as they do not exceed the densities allowed by the general plan for these areas</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Open Space (OS)</strong></td>
<td>N/A</td>
<td>OPEN SPACE</td>
</tr>
<tr>
<td>Permanent open space, but also allowing limited development activity such as gravel extraction, golf course development, livestock grazing, recreational facilities and public uses.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Civic (CV)</strong></td>
<td>N/A</td>
<td>All Zones</td>
</tr>
<tr>
<td>Schools, churches, libraries, fire stations or similar public facilities</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Mixed Use Residential – Commercial (MUC)</strong></td>
<td>up to 8</td>
<td>PD C-1 C-2</td>
</tr>
<tr>
<td>Includes a large range of commercial and/or residential uses. A mix of uses is encouraged in the form of apartments, condominiums and offices which may include shops and businesses. Developments may include residential units, commercial business' or a combination of both.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Mixed Use Commercial – Industrial (MUI)</strong></td>
<td>up to 8</td>
<td>PD C-2 C-3 I-1</td>
</tr>
<tr>
<td>Includes a large range of commercial and/or light industrial uses. A mix of uses including retail type commercial business, warehousing and/or light manufacturing. These types of uses will typically have a retail/commercial component together with uses more typically associated with an industrial area.</td>
<td></td>
<td></td>
</tr>
<tr>
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<tr>
<td>-----------------------------------------</td>
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</tr>
<tr>
<td><strong>Neighborhood Commercial (NC)</strong></td>
<td>N/A</td>
<td>C-1 C-2</td>
</tr>
<tr>
<td>Small commercial businesses catering primarily to local users. Small-scale buildings may include convenience stores, gas stations, restaurants, professional offices and video rentals. NC is often located at the intersections of neighborhood and arterial streets to take advantage of higher traffic volumes.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>General Commercial (GC)</strong></td>
<td>N/A</td>
<td>C-1 C-2 C-3</td>
</tr>
<tr>
<td>Includes a large range of commercial uses. A mix of uses is encouraged including shops, restaurants, offices, banking and hotels.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Highway Commercial (HC)</strong></td>
<td>N/A</td>
<td>C-2 C-3</td>
</tr>
<tr>
<td>To promote safety on the highways, the convenience to the traveling public and in the appearance of roadsides leading into the city including convenience stores, gas stations and 'big box' stores and commercial centers.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Light Industrial (LI)</strong></td>
<td>N/A</td>
<td>I-1</td>
</tr>
<tr>
<td>To provide space for indoor warehousing, indoor light manufacturing and fabrication. Service and building trade industries that have a higher volume of customer traffic are typical of these areas. Sites are to have attractive buildings, landscaping and parking. No outdoor storage or materials will be permitted.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Medium Industrial (MI)</strong></td>
<td>N/A</td>
<td>I-1 I-2</td>
</tr>
<tr>
<td>To provide space for manufacturing and fabrication of goods in a controlled and aesthetically desirable environment, and to provide areas for the promotion of new industry for the city and to protect property values. The emphasis is to accommodate basic industries which tend to increase the employment and economic base of the city and which market their products on a wholesale basis. Temporary type industries who will provide acceptable permanent improvements and whose use will not preclude future compatible industries. Some outdoor storage may be permitted subject to meeting all other applicable regulations.</td>
<td></td>
<td></td>
</tr>
</tbody>
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**General Land Use Plan Designation/Purpose**

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<tr>
<td>N/A</td>
<td>I-2 I-3</td>
</tr>
</tbody>
</table>

**Heavy Industrial (HI)**

Industry that may produce excessive noise, dust or other negative impacts to surrounding properties. HI will typically have large truck traffic and will require truck parking and outside equipment storage. These industries should be located in areas that have adequate access and be buffered from surrounding properties. Temporary type industries that do not provide permanent structures or improvements may be permitted with conditions.

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**Land Use Summary**

A pie chart showing the land use breakdown:
- **Residential**: 52%
- **Commercial**: 16%
- **Agricultural**: 14%
- **Industrial**: 11%
- **Mixed Use**: 2%
- **Civic/Open Space**: 1%

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**7.5 Land Use Summary**
The pie chart on Page 6 clearly shows this plan has a heavy emphasis on Residential uses. It should be noted that many Agricultural areas will remain as such for the foreseeable future. Currently, Agricultural lands make up 64% of the existing land within Ballard City. Only a relatively small portion of those lands will be converted to residential in the next five years.

This chart clearly illustrates the principle expressed by many of the existing farmers to allow them an alternative use other than farming. This alternative use will only be applicable when a farmer wishes to do something other than farm.

While only 4% of the land is shown as Commercial it should be noted that an additional 11% has been designated as mixed use. This total of 15% represents approximately 1,280 acres. This total acreage will meet the entire regions commercial needs for years to come.

The 14% shown for Industrial is again a significant amount of land based on historical development patterns of the region. This represents approximately 1,300 acres which will meet the entire region’s Industrial needs for years to come.

The following chart shows the current land uses within the community. Please note that these figures include historic agricultural areas which are not currently under cultivation.

### Existing Land Uses

- **Farm Lands**: 64%
- **Other Uses**: 36%

#### 7.6 Residential Uses

**FEATHERING DENSITIES**

In order to avoid conflicting adjacent land uses, the General Plan proposes gradual transitions ("feathering") between densities throughout the City. Under the philosophy of feathering densities, adjacent densities are generally proposed to be no more than one category higher or lower in density. For example, medium density may be found adjacent to medium high density or low density. Creating medium density areas adjacent to high density areas or very low density areas should be avoided. When large density "jumps" cannot be avoided, they need to be mitigated by creating buffer transitions, such as: increased setbacks between the uses, gradual changes in building mass, significant landscape planting, etc. The residential uses adjacent to commercial, industrial, or business uses should generally be designated as medium high density or high density.

**MIXED DENSITIES**

It has been a standard practice for many years, throughout the U.S., to assign a single density to a parcel, which is then often developed with a single unit type. The General Plan encourages residential neighborhoods that contain a mix of densities and unit types—to provide the vitality, variety, and sense of community.

A mix of densities allows families and individuals in different life stages (young families, empty-nesters, retirees) to co-exist in neighborhoods. It also permits families that have established long-term ties to a neighborhood or location to find larger and smaller homes as they change life stages without having to move to another part of town.
It is intended that the density of a neighborhood should average within the density range of the Land Use Plan listed in the comparison table. Thus, a neighborhood may include both slightly high density, and slightly lower density unit types that will average out to the designated density for the area.

**RESIDENTIAL POLICIES**

1. Single-family detached housing is expected to continue as the dominant style of residential development.
2. The City encourages higher density development in proximity to existing amenities and support facilities such as major roads, schools, shopping, and employment areas.
3. The City encourages variety in housing types in each neighborhood to avoid sameness of appearance. Large developments of a single unit type or design should be avoided. For example, the City encourages manufactured housing that has a traditional appearance (as opposed to mobile homes).
4. Higher density housing should be dispersed throughout the community-rather than concentrated in large aggregations.
5. Density transitions between adjacent properties should be gradual, not exceeding one density category of the General Plan unless unfeasible. Where density transitions must be greater than one category difference, the transition is to be accomplished within the property, or mitigated through similar building design, increased setbacks, landscape buffering, or other means acceptable to the City.

**RESIDENTIAL ACTIONS**

1. Amend the Zoning Ordinance and Zoning Map to be consistent with the General Plan land use categories and Land Use Plan Map
2. Provide a means to achieve mixed density neighborhoods. Start by adopting the PD ordinance. Create development standards that will guide the PD process to permit a mix of densities in any zone. Eventually, after gaining experience with mixed density development issues, amend the Zoning Ordinance to allow, as a use-by-right, a mix of residential densities that will result in an average density equal to the zoning designation. Develop design guidelines to encourage dwelling unit design that will blend various density types compatibly with each other and with their surrounding neighborhoods (e.g., small apartments can be designed to blend inconspicuously into low density neighborhoods).
7.7 Business/Industrial Uses

BUSINESS/INDUSTRIAL POLICIES

1. The City supports and encourages efforts to retain and expand existing businesses within the community. For its part, the City will strive to designate suitable land in appropriate locations to attract a significant increase in new business and industrial uses to the City.

2. The City recognizes that access to Highway 40 will be an important resource to attract business and industrial development to Ballard City and the region.

BUSINESS/INDUSTRIAL ACTIONS

1. Monitor infrastructure services to business and industrial sites.
2. Provide necessary planning support to the designation of appropriate business and industrial land uses.
3. Work with the Uintah County Economic Development Council to seek federal and state funding for development of business and industrial sites.
4. Develop a business retention program.

7.8 Commercial Uses

COMMERCIAL POLICIES

1. The City encourages a variety of retail and commercial establishments. General areas for regional, community, and neighborhood commercial businesses are indicated on the Land Use Plan Map.

2. Neighborhood-oriented retail uses should be located in compact areas, with collector road accesses, so that they can serve pass-through traffic as well a walk-to patronage from multiple adjacent neighborhoods.

3. Regional and super-regional commercial centers should be located with convenient access to major traffic corridors.

COMMERCIAL ACTIONS

1. Create a retail zoning district for portions of Highway 40 that primarily allow retail uses on the first floor of buildings and service uses (i.e., professional offices, businesses) on the upper floors of the buildings within the district.

2. Explore incentives that will be effective in attracting retail businesses. Consider the effectiveness pedestrian accommodations, tax incentives, low-interest loans, etc.
RECOMMENDATIONS

Remain Attentive to the Full Spectrum of Housing Needs: The needs of young first-time buyers, seniors, and renters should all be considered in the land planning process, and efforts should be made to retain land that permits a mix of densities which allow for the special needs of these segments to be met in the future.

Help First-time Homebuyers: Programs to educate buyers on Federal and State programs which offer reduced loan rates and down-payment assistance will help young families and other buyers purchase homes in the community. Efforts to increase the relatively low supply of multi-family units could also work to supply affordable product in the community for this first-time buyer group.

Encourage Higher Densities in Selected Areas: In appropriate areas (close to services, jobs, and commercial centers), higher densities provide an opportunity for reduced housing cost. Increased densities do not mean monolithic apartment complexes, however. Increased density can create attractive, livable, and affordable neighborhoods by:

- Permitting smaller single family lot sizes (as low as 4,000 s.f.);
- Allowing duplexes and small amounts of town homes and residential-scale apartments in single-family neighborhoods;
- Encouraging apartments and condominiums over stores in commercial areas (such as the Historic Downtown); and
- Encouraging quality design to achieve mixed use neighborhoods.

Mobile Homes: Mobile homes are an important source of housing for year-round residents. The housing segment being served by existing mobile homes should continue to be served through zoning, incentives, or other means as necessary. Programs that may allow mobile homeowners to purchase rather than rent the land upon which their homes reside could also protect owners from rising land rental rates and increase the homeowners’ sense of “permanence” in the community.

Monitor the Needs of Seniors: An increasing number of senior renters and senior homeowners are cost-burdened. As housing values, mortgage rates, and rents continue to rise, suitable housing that is affordable to the senior population may be of increasing concern.

Work with Other Agencies: The Uintah Basin Association of Governments provide access to valuable federal and regional housing assistance programs, block grants, residential rehabilitation loans, and down-payment/closing cost assistance programs, among other programs and assistance. Ballard City should engage the services of these organizations in furthering housing needs and goals to serve the community.

It will be important for the City to continue to monitor and take appropriate steps to assure affordable housing is available.
INDICATORS

The following information can be tracked and used as indicators of the “housing health” of the community in terms of affordability and suitability:

1. Change in wages and household incomes compared to rents and purchase prices. Potential sources: (a) local survey of rental property rates, (b) average and median sale prices of housing units (assessor records, local realtors, (c) changes in median household incomes as reported by the Department of Housing and Urban Development.

2. Rental vacancy rates by type of unit and price of unit. As vacancy rates approach zero for certain types and/or prices of units, this shows where rental demand lies and which households may be underserved by existing rentals. Potential sources: a periodic local survey of rental properties and property managers.

3. Tracking sales of properties and properties for sale. Tracking available properties for purchase in categories related to AMI levels can show if a shift in affordability is occurring. Potential sources: MLS listings, local realtors, and public assessor records.

4. Age profile of residents. As the community continues to age, services and housing for seniors will be increasing in demand. Potential sources: (a) US Census, (b) population estimates by the Governor's Office of Planning and Budget (GOPB), (c) occupancies and length of wait lists of assisted living centers.

5. Tracking new development. Monitor the mix of unit types provided by new development. Potential sources: Local building permits by housing unit type.


AFFORDABLE HOUSING POLICIES

1. The City supports and encourages the development and provision of affordable and proportionally-priced and sized homes to meet the full range of income of those that work and reside in Ballard City.

2. The City encourages a variety of housing types in each neighborhood to avoid enclaves of a single income level.

3. The City encourages the use of manufactured housing that has the appearance of traditional construction.

4. The City discourages the use of recreational vehicle parks for long-term residency. Recreational vehicle parks should be located where use will not conflict with traditional residential land patterns and appropriate development standards will be enforced.

AFFORDABLE HOUSING ACTIONS

1. Translate the General Plan designations of densities into zoning categories that allow a variety of housing types, including apartments, town homes, condominiums, manufactured homes, and detached single family homes. This range of housing types and densities is designated in order to help meet the need for affordable housing.
2. Develop programs, regulations, and incentives to develop higher density and more affordable housing.

3. Work with the Uintah Basin AOG to assess affordable housing needs and seek public and private grants and Section 8 certificates for needy families, the elderly, and disabled residents.

4. Set up an early warning system to track indicators of “housing health” and affordability, and report annually to the City Council and Planning Commission.

5. Create design guidelines to encourage quality design of increased density housing.

6. Explore incentives and/or requirements as a means of assuring that affordable housing is provided to meet the needs of the community.