

**BALLARD CITY
ORDINANCE XXX
GENERAL PLAN UPDATE**

WHEREAS, the City seeks to promote the health, safety, and welfare of its residents and business owners;

WHEREAS, the general plan was developed in compliance with Utah State Statute found in 10-9a-4;

WHEREAS, the City desires to adopt the following with the applicable attachments provided herein;

NOW THEREFORE, be it ordained by the mayor and City Council of Ballard City, in the State of Utah, as follows:

SECTION 1: ADOPTION The Ballard City General Plan attached hereto as Exhibit “A” along with and including all Maps and other attached documents, is hereby adopted in its entirety as provided in Exhibit “A” and incorporated herein by this reference.

SECTION 2: REPEALER CLAUSE All ordinances or resolutions or parts thereof, which are in conflict herewith prior to the date of this Ordinance, are hereby repealed, subsumed, and replaced with the exhibit adopted herein.

SECTION 3: SEVERABILITY CLAUSE Should any part or provision of this Ordinance be declared by the courts to be unconstitutional or invalid, such decision shall not affect the validity of the Ordinances a whole or any part thereof other than the part so declared to be unconstitutional or invalid.

SECTION 4: EFFECTIVE DATE This Ordinance shall be in full force and effect from **XX.XX.XXXX** and after the required approval and publication according to law.

PASSED AND ADOPTED BY THE BALLARD CITY COUNCIL **_____**.

Ballard City General Plan

	<u>AYE</u>	<u>NAY</u>	<u>ABSENT</u>	<u>ABSTAIN</u>
Mayor Bob Abercrombie	_____	_____	_____	_____
Ben Allred	_____	_____	_____	_____
Mark Reidhead	_____	_____	_____	_____
Nile Mathisen	_____	_____	_____	_____
Alfred Kettle	_____	_____	_____	_____

Presiding Officer:

Bob Abercrombie, Mayor, Ballard

Attest:

Kaelyn Myers, City Recorder, Ballard

EXHIBIT “A”

Ballard City
General Plan, 2019

WORKING DRAFT

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Chapter 1 - Introduction

State Law and Ballard City's Plan

Ballard City recognizes the need for proactive community-level planning and land use management. Utah State Law (Title 10 Chapter 9a) requires local plans and development guidelines to address general health, safety, moral and welfare issues. The law also requires public participation in the planning process through adequate public notice and open public meetings.

Although the General Land Use Plan is not a regulatory document, it can be given great authority under Utah law. It will serve as a framework for Ballard decision makers as they consider future land use, development, and other decisions. The plan is designed to provide a formal policy foundation for enhancing community relations, pursuing economic development activities, coordinating infrastructure planning, and fostering city and county/state cooperation. Note that the Utah Code requires communities to adopt a General Plan and to require all streets, parks, public buildings and utilities (public or private) be constructed in conformance with the General Plan.

Development of this Plan

The Ballard Planning Commission and City Council placed a high priority on public involvement in the development of this plan. Public participation strategies utilized in the formulation of this plan were provided through public open house events and public hearings.

The public participation occurring during the formulation of this plan was instrumental in shaping it's content and direction.

Amending the General Plan

The Ballard General Plan is not intended to be a static document. Rather, it is intended to be used on a regular basis to identify and direct where various activities will be located, the strategies of the city to encourage certain land uses and the requirements for their establishment, to identify priorities for city actions and resource allocation decisions, and to identify the provisions of required services and their adopted standards.

To ensure the Ballard General Plan functions to meet these needs, it is intended be reviewed and updated at least annually, (or more frequently as the need arises), to provide responsible and well formulated public policy direction to community decisions.

It is anticipated that the plan will be updated and revised as circumstances change, new data becomes available, and new challenges and opportunities arise. The process for amending the plan, as outlined in Utah state law and local ordinances, requires adequately noticed public hearings, and formal action by Ballard's Planning Commission and City Council.

Implementation

Implementation of the General Plan by the Mayor, City Council, and Planning Commission fulfills the Plan's purpose. Each element of the comprehensive plan provides background and context materials, as well as goals, policies, and potential action steps that the community will pursue to promote the achievement of the vision of this plan.

1. The general plan guides broad decisions regarding land use (such as rezoning).
2. The zoning ordinance, following the basic land use pattern established in the general plan, assigns specific densities and uses to individual parcels of land.
3. The subdivision regulations and building permit process implement the requirements of the zoning ordinance.
4. The capital improvements project list is based on the long-term vision of the general plan, and is a critical element of the budget.

It is important to remember that many of the policies and action steps in this plan will make an impact to goals of one or more issues.

Chapter 2 - Community Context

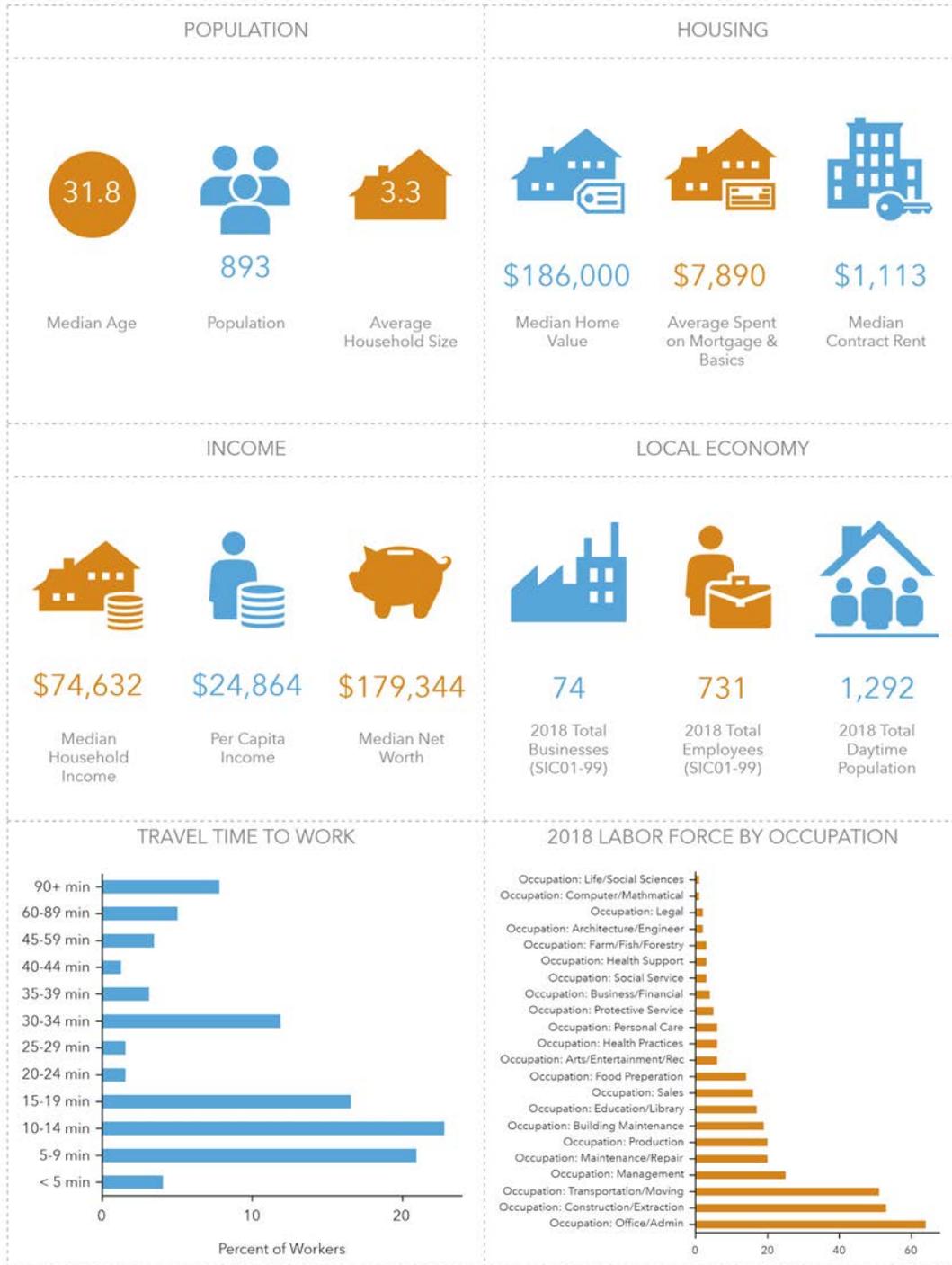
Community History

Historically, Ballard Utah has been a rural agricultural area located in the Uintah Basin region of Utah. Ballard consists of a mix of residential homes, farms, ranches and vacant ground. The area along US Highway 40 has a variety of commercial and industrial uses along with large tracts of agricultural fields and undeveloped properties. In the past, the residents of Ballard have relied on neighboring communities for their shopping and retail needs. There are a few commercial establishments along the highway corridor together with some light industrial uses predominantly on the east end of the City.

The Ute Tribal Reservation is located east of the City and provides water to the Ballard Water System. Roosevelt City is located in Duchesne County and is adjacent to Ballard on the West Boundary of the Community. Roosevelt provides commercial services to the residents of Ballard. Roosevelt also provides sanitary sewer lagoons to Ballard under an inter-local agreement. Ballard must rely on Uintah County for many of its public and educational services.

Ballard has experienced economic cycles inherent to the region. The energy extraction industry has experienced several “boom and bust cycles” which have directly-affected Ballard.

Socioeconomic Drivers



Land Capacity Analysis

Ballard enjoys a marvelous natural setting: broad meadows with distinctive flat rock formations typical of the area.

The health, safety, and welfare of citizens is the first priority of the City. The City feels that natural, open spaces and visual resources are valuable shared assets.

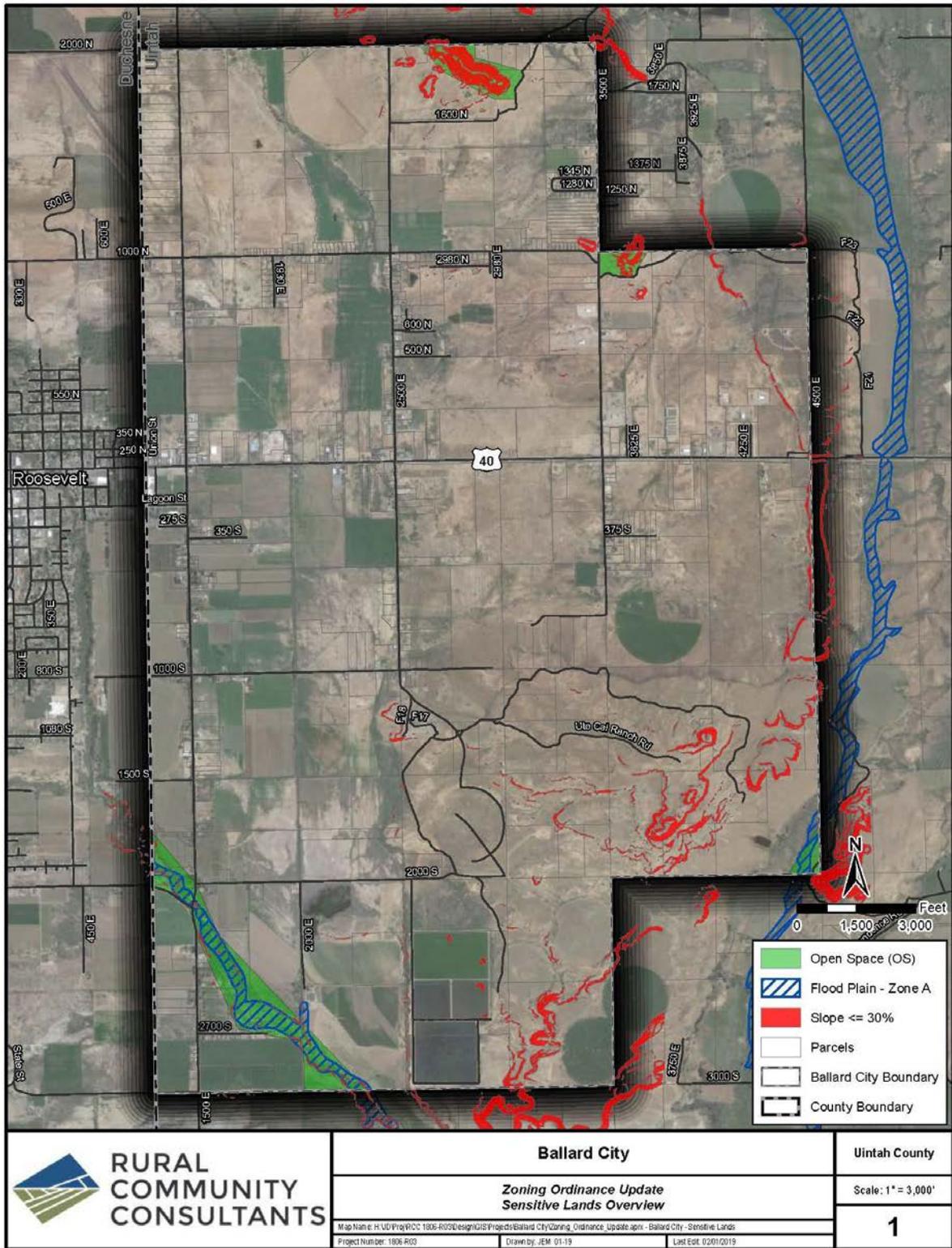
Ballard City has a high growth potential. The vast majority of the 14 square miles that make up Ballard are vacant. These lands can be categorized into agricultural, vacant, and unmaintained storage areas. The storage areas are residential, agricultural and industrial in nature and are typical of rural areas throughout Utah.

A small portion of these lands have unique characteristics that should be preserved. They range from geological formations such as the Ballard “knob” to wetlands and floodplains along Montes and Dry Gulch Creeks.

However, there are several isolated features that exist throughout the City. Property owners of these features should be encouraged to maintain them in their natural state. The following photos illustrate these types of features.

Special consideration should be given to structures and infrastructure that are built in areas with potentially problematic slopes, soils, or drainage. The City’s development ability is further constrained because of protected lands.

Ballard City General Plan



Climate

Climate in the Uintah Basin can vary from mean annual temperatures in the valleys that range from 44° to 47° F. The average monthly maximum temperatures reach 94.6° F in July and the mean monthly minimum falls as low as 2.5° F in January. The number of frost-free days ranges from

134 at Roosevelt to 57 near Flaming Gorge. Mean annual precipitation ranges from 7.1 inches at Roosevelt to 12.5 inches at Flaming Gorge Reservoir. The Uinta Mountains receive about 40 inches annually.

Anticipated Changes + Growth Scenario

If it is assumed that the City will continue growing in the current direction it is going, these are some realistic changes that may happen in the next twenty years. Extraction industries will continue to play important role in the economy. It will have a significant effect on permanent residency and the amount of viable living wage jobs for residents.

Vision Statement + Goal of the Plan

The vision statement takes information like the history of the city's socioeconomics, resident opinion, and the capacity of land into consideration. All recommendations and elements of this plan are based on this vision:

TO SEE BALLARD CITY BECOME UNITED, CLEAN AND PROSPEROUS. TO HAVE A SAFE, ATTRACTIVE COMMUNITY THAT HAS EXCELLENT SCHOOLS, SERENE PARKS, AND FRIENDLY CITIZENS. BECOME SELF SUFFICIENT WHILE CREATING A HIGH QUALITY OF LIFE.

The intent is that if planning is done with the vision in mind, that the actions taken by following the plan will eventually lead the City to realize the vision. Therefore, Ballard City's land use-related goal is to:

DEVELOP, ADOPT, AND IMPLEMENT COMMUNITY LAND USE GUIDELINE AND REGULATIONS THAT PROMOTE SOUND PLANNING PRINCIPLES AND RESULT IN LAND USES AND DEVELOPMENT PATTERNS CONSISTENT WITH THE COMMUNITY'S DESIRED LIFESTYLE AND CHARACTER.

Chapter 3 - Land Use

Current Conditions

Over the last ten years, Ballard City and the surrounding area has seen major economic changes that impact the City's land use policies. These demands and changes include:

1. Significant growth of the oil extraction industries.
2. A higher demand for industrial properties.
3. A significant increase in traffic along US Highway 40.
4. A need for well-planned commercial centers.
5. A need for regulation and enforcement of city ordinances.
6. A more comprehensive approach to the review and approval of proposed projects.
7. An increasing demand for affordable housing and rental properties.
8. The discussion of larger projects which have the potential to change the overall character of Ballard.
9. Increased demands on the City's utilities and infrastructure.

Land Use Designations

This plan has defined various uses as depicted on the Future Land Use Map. The following table explains each use and show the likely zoning. In addition, it defines a preferred density range for each category.

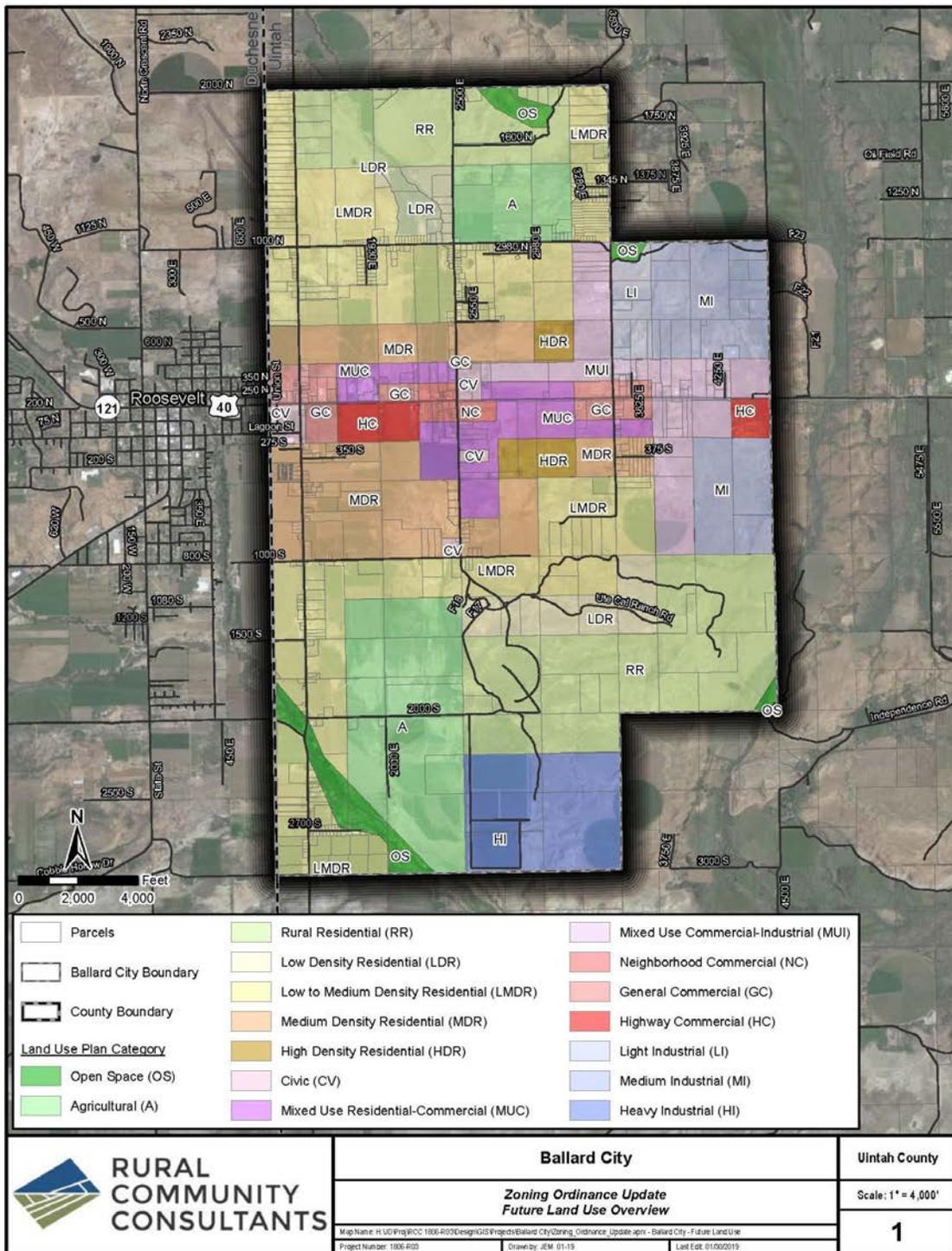
Land Use Designation Purpose and Intent	Residential Density	Recommended Zoning
<p>Agricultural (A)</p> <p>Large tracts of land that provide agricultural, ranching and similar uses. These areas can accommodate a wide variety of farm animals and related activities. The number of animals shall be consistent 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.</p>	1 or less d.u./ac.	A-20 A-10 A-5 RA-5 PD
<p>Rural Residential (RR)</p> <p>Large lots and tracts of land that accommodate agricultural, equestrian and other rural uses. Lots in this area will have abundant</p>	1 or less d.u./ac.	RA-1 RA-2

<p>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.</p>		<p>RA-5 PD</p>
<p>Low Density Residential (LDR) 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>	<p>1-2 d.u./ac</p>	<p>RA-1/2 RA-1 R-1-40 R-1-30</p>
<p>Low to Medium Residential (LMDR) 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 included with these areas.</p>	<p>1-4 d.u./ac.</p>	<p>R-1-40 R-1-30 R-1-15 R-1-12</p>
<p>Medium Density Residential (MDR) 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.</p>	<p>5-8 d.u./ac.</p>	<p>R-1-10 R-1-8 R-1-6 MH PD</p>
<p>High Density Residential (HDR) 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.</p>	<p>8-12 d.u./ac.</p>	<p>MH PD</p>
<p>Open Space (OS) Permanent open space, but also allowing limited development activity such as gravel extraction, golf course development, livestock grazing, recreational facilities and public uses.</p>	<p>N/A</p>	<p>OPEN SPACE</p>

<p>Civic (CV) Schools, churches, libraries, fire stations or similar public facilities.</p>	N/A	(Any)
<p>Mixed Use Residential – Commercial (MUC) 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.</p>	up to 8	PD C-1 C-2
<p>Mixed Use Commercial – Industrial (MUI) 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.</p>	up to 8	PD C-2 C-3 I-1
<p>Neighborhood Commercial (NC) 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.</p>	N/A	C-1 C-2
<p>General Commercial (GC) Includes a large range of commercial uses. A mix of uses is encouraged including shops, restaurants, offices, banking and hotels.</p>	N/A	C-1 C-2 C-3
<p>Highway Commercial (HC) 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.</p>	N/A	C-2 C-3
<p>Light Industrial (LI) 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.</p>	N/A	I-1
<p>Medium Industrial (MI) 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</p>	N/A	I-1 I-2

<p>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.</p>		
<p>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 outdoor 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.</p>	<p>N/A</p>	<p>I-2 I-3</p>

Future Land Use Map



Transitions Between Uses

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 Density

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.

Ballard wants to encourage the responsible development of things such as accessory dwelling units in residential areas. The Planning Commission will evaluate applications for such uses on a case-by-case basis in order to ensure that mixed density development maintains the general intent of the general plan.

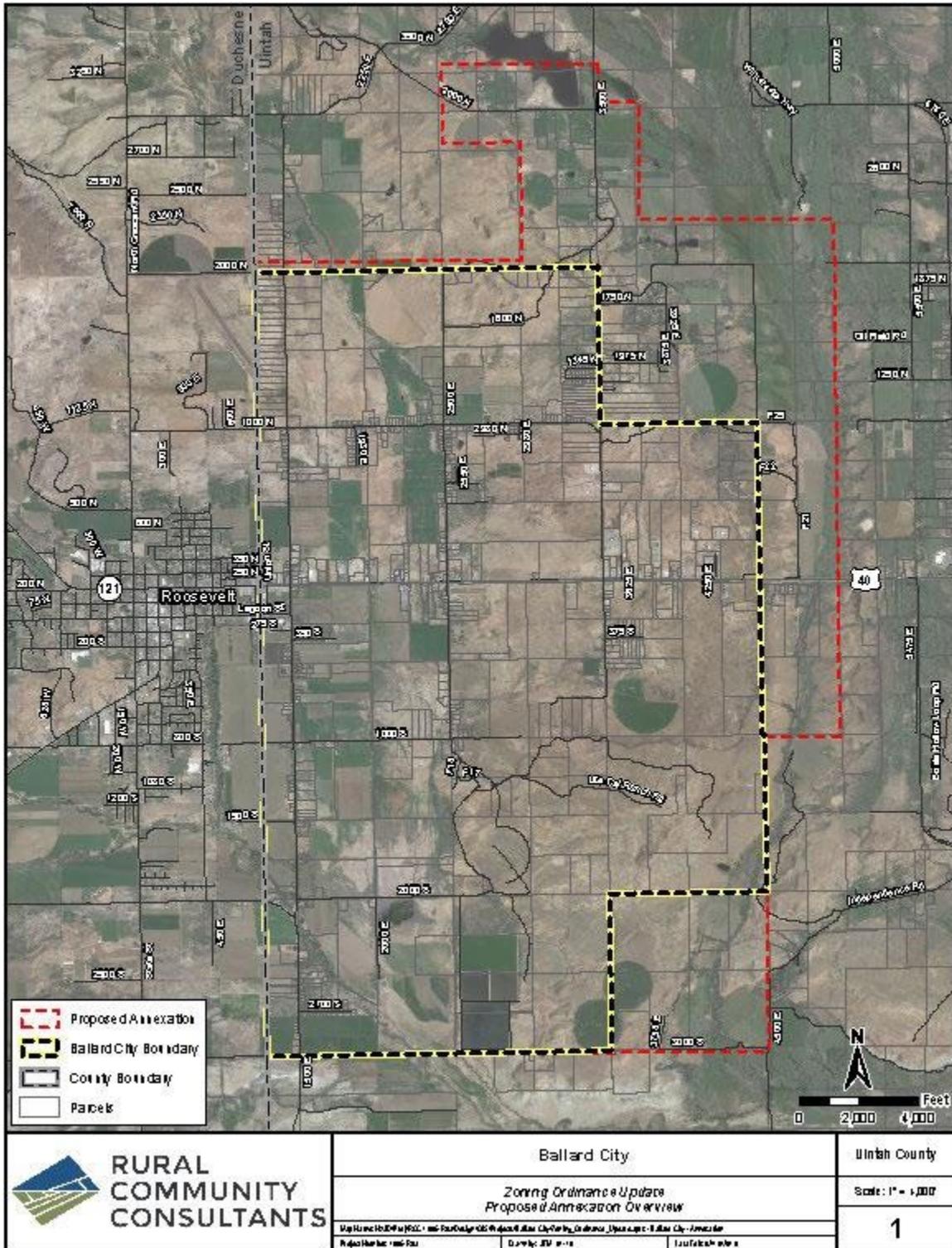
Annexation

According to Utah Municipal code (10-2-401), no municipality may annex without a policy plan. It is Ballard’s goal to develop and follow an annexation policy plan.

Ballard City’s current borders are currently defined by the county line on the west. Its other edges are unincorporated private lands and tribal lands.

The City intends to only support the proposed annexation of properties if the necessary infrastructure to provide them with water and sewer is in place beforehand, or if the unincorporated property will commit to providing for all of its impacts. Ballard will support annexation proposals that generally support the land use character and patterns of this general plan.

Ballard City General Plan



Goals + Policies

Goal 1 - Maintain land use patterns and standards that further Ballard’s reputation as a great place to live and work.

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. 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.

Goal 2 - Support and encourage the continued use of farmland for agricultural purposes.

1. Productive agricultural land is a limited resource of both environmental and economic value, and should be conserved and preserved as long as possible. Preservation and enhancement of a rural lifestyle is also an important component of the cultural, social, and aesthetic well-being of the region. The City encourages land use practices that preserve parcels of agriculturally- productive land.
2. The City also acknowledges that it is unlikely that agricultural uses for the entire City of Ballard will be able to be preserved in perpetuity. Instead, the City will work actively to preserve the “look and feel” of the openness characteristic of Ballard.
3. Conveyances for irrigation and “tail water” must be maintained through developing areas as long as required by agricultural uses upstream or downstream from the development.

Goal 3 - Develop a formal annexation policy.

1. Ballard will not annex land without first having a policy plan in place.
2. Ballard will follow all other procedures and restrictions set forth by the state when annexing land.

Potential Action Steps

1. Develop an annexation area map, and adopt it as part of a formal annexation policy plan.
2. Create a strong right-to-farm ordinance to encourage farming for as long as practicable.
3. Explore the creation of new land use zones to protect rural and agricultural lands. Example zoning designations could be: Rural Conservation (RC), Rural Residential (RR), Density

Exchange Option (DEO), and Cluster Exchange Option (CEO). These zoning designations are designed to preserve farmland and environmental resources, and to encourage subdivision design that better fits into a rural landscape.

4. Develop design guidelines to encourage dwelling unit design that will blend various density types compatible with each other and with their surrounding neighborhoods (e.g. small apartments can be designed to blend inconspicuously into low density neighborhoods).

Chapter 4 - Community Design

Beautification + Nuisance Issues

Community beautification issues focus on the visual appearance of the City as well as preserving Ballard historic assets. Well-planned community design improves both the visual and functional characteristics of the City. It can make the City more aesthetically pleasing while enhancing the flow of goods and people. Community design shapes, and is shaped by, other facets of planning (such as transportation, housing, and recreation).

“Nuisances” refer to conduct or use of land that interferes with another’s ability to enjoy and use their property. This is reflected in property values.

There are opportunities in Ballard for reinvestment in community design. Most solutions deal with stricter regulations or incentives to homeowners to keep their properties maintained.

Street Design + Building Setbacks

Streets act as edges and can help define boundaries of districts and create visual changes. These visual changes that happen at edges often are the most impactful. Those visiting the City will be more likely to stay if they feel safe and welcomed. Business will be more likely to locate if they feel the area will attract visitors.

Roadways in the residential areas away from the City Core need to prioritize safety and utility for vehicle travel (including OHV).

Commercial + Industrial Design

Historically, the architectural quality of many of Ballard’s commercial and industrial developments has been low. The existing inventory is characterized by sites utilizing metal building “shells” which have little or no architectural elements. In addition, they contain unimproved or partially improved parking and storage areas. These sites are consistent with other energy producing regions. The same types of developments can be seen in Texas, Oklahoma, New Mexico and parts of Colorado.

These types of industrial sites are inexpensive to develop and easy for companies to abandon when the “boom” is over. For this reason, this plan has developed a strategy to place and regulate these types of industrial uses. This plan allows these types of facilities in medium- to heavy-industrial areas. However, the City’s design standard needs to be developed to determine what these sites will ultimately look like.

Ballard provides locations for permanent types of industrial and commercial facilities, for indoor warehousing, for indoor light manufacturing and for fabrication. The plan also provides locations for service and building trade industries that have a higher volume of customer traffic. Sites are to have attractive buildings, landscaping and parking. No outdoor storage of materials will be permitted.

Historic Preservation

There are currently no formally-designated historic districts in Ballard, but there are historic canals. However, because historic buildings contribute to the small-City charm and cherished heritage of the community, the preservation of Ballard’s historic legacy and culture is a top priority of residents and the City Council.

Nonconforming Uses

A nonconforming use is one that legally existed under a previous land use regulation, but that does not meet current requirements. Under Utah State law, this use has the right to continue as long as the use does not change (ownership can change).

Similar to nonconforming uses, non-complying structures are those that no longer meet current regulations (such as setback or height). These structures also have the right to continue, but the City is legally permitted to set local rules about how these structures can be modified and/or brought up to safety standards.

Goals + Policies

Goal 1. Maintain a strong, positive image, and individual identity for Ballard City.

1. Protect the scenic vistas and visual quality of entries into the City.
2. Foster an overall sense of community for major sub-areas of the City and de-emphasize isolated neighborhoods.
3. Differentiate Ballard City’s identity from surrounding communities.
4. Establish the City’s commercial area as an identifiable destination that appeals to residents and guests.
5. Encourage the upgrade of neighborhoods (streets, sidewalks, lighting) in older areas.
6. Encourage the renovation and rehabilitation of older neighborhoods of the City.

Potential Action Steps

1. Develop design guidelines for main transportation corridors.
2. Develop hillside development ordinances that limit cut-and-fill grading. Protect the aesthetic and visual qualities of the mountain backdrop from degradation by development and growth in the hillside areas and protect functioning environmental systems.
3. Define a viewshed for protection that limits the height, color, and lighting of properties within the viewshed.

4. Strengthen enforcement of the nuisance ordinance that requires property owners to maintain their properties.
5. City Council could identify historic areas / buildings.
6. Strengthen “sense of place” through public art, gateway development, wayfinding, and streetscape investments.

Chapter 5 - Economic Development

Current Conditions

There are several regional and unique factors facing Ballard City. Some of these factors include:

1. Heavy traffic volumes along U.S. Hwy 40.
2. The lack of available commercial properties along Hwy 40 within Roosevelt's City limits.
3. The proximity of many residential units located in Roosevelt City limits.
4. The historic use of the Roosevelt-Ballard area as a region commercial Hub.
5. The proximity to the Ute Tribal Reservation.
6. The proximity to the oil and gas production fields.
7. Together, these factors can lead to a substantial tax base for Ballard City with proper planning and cooperation with private landowners.

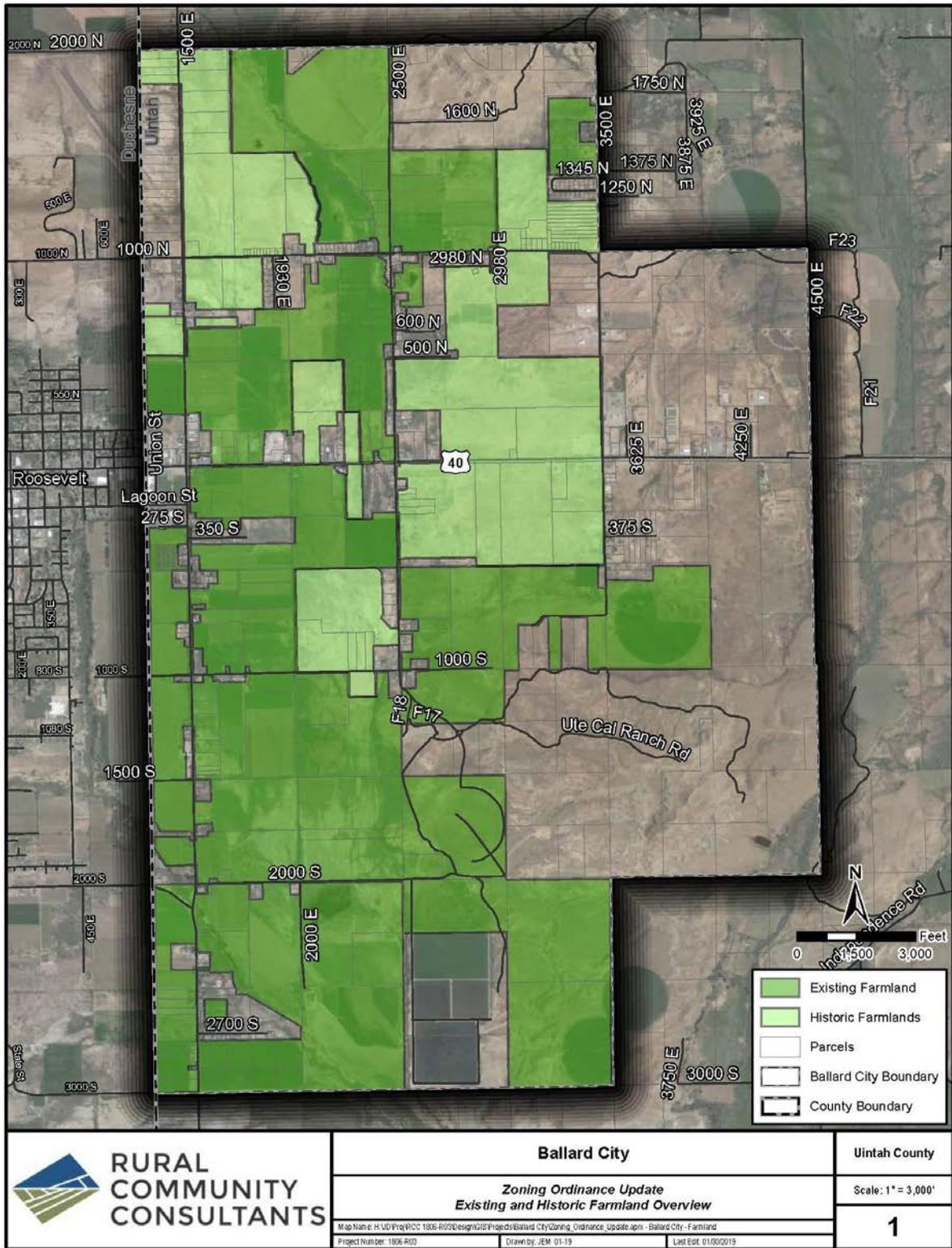
Agricultural Lands

The majority of the land within Ballard City consists of active or historical farm land. These areas are characterized by green fields with intermixed residential and livestock areas. Some historical farmland is no longer accessible to irrigation water and has become barren and void of any significant vegetation. The map (below) of this chapter shows the extent of these lands.

Ballard City currently contains 8,950 acres, of which approximately 5,740 acres or 64% of all lands are existing or historic farm lands.

In Utah, Agriculture Protection Areas (APAs) are special designations that are designed to protect farming and ranching operations (UCA 17.41). Agricultural operations on land within an APA are given the "highest priority use status," meaning they are valued from a regulatory perspective above residential and commercial uses. APAs are established for 20 years and can be modified, renewed, or terminated at the end of that period. The City should work with the County to identify those areas that are currently and potentially protected under this designation.

Ballard City General Plan



Regional Economic Position

The City of Ballard should develop goals and objectives for the economic development of the City. The general plan has provided significant areas in which regional type commercial businesses may be located. The desirability of Ballard becoming a regional commercial area is an economic development issue and is not covered in detail in this plan.

An economic development plan should be developed using the land use designation shown in the General Plan. This Plan can be used to attract new businesses along the U.S. Highway 40 corridor. This plan can also act as an incentive to potential developments by showing that the City has properly planned for these types of businesses.

Goals + Policies

Goal 1. Support economic opportunity for current and future businesses in Ballard that do not place undue burdens on its infrastructure. Continue to invest in communication and coordination with federal, state, and county about the City’s efforts and priorities.

1. Encourage neighborhood commercial centers that are convenient for residents and commuters, and that will reduce the need for cross-town travel.
2. 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.
3. 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.
4. 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.
5. 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.
6. Regional and super-regional commercial centers should be located with convenient access to major traffic corridors.
7. Encourage compact pedestrian-friendly commercial centers rather than commercial strip development (long, linear, commercial development separated from the street by large parking lots).

Goal 2. Encourage the preservation of the productive use of agricultural land where practicable.

1. Provide mechanisms and incentives to preserve agricultural lands and opportunities for rural lifestyles.
2. Maximize the cost-effectiveness of public infrastructure and services by expanding urban development incrementally to avoid expensive “leap frog” development, while encouraging the presentation of agricultural uses where practicable.

Potential Action Steps

1. Designate a council member to be responsible for developing business relationships in order to recruit relevant businesses that fit with the local economy.
2. As resources become available, work with the Salt Lake Chamber of Commerce to receive the Governor's award for being a business-friendly community.
3. Review commercial business licensing and development process for inefficiencies that cause the process to be more expensive or burdensome for businesses.
4. Identify underutilized parcels for redevelopment within commercial corridors and nodes.
5. Monitor infrastructure services to business and industrial sites.
6. Provide necessary planning support to the designation of appropriate business and industrial land uses.
7. Work with the Uintah County Economic Development Council to seek federal and state funding for development of business and industrial sites.
8. Develop a business retention program.
9. 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.
10. Explore incentives that will be effective in attracting retail businesses. Consider the effectiveness pedestrian accommodations, tax incentives, low-interest loans, etc.
11. Request help from the USDA-NRCS to identify prime agricultural lands (utilizing their Land Evaluation and Site Assessment (LESA) tool).

Chapter 6 - Transportation

Current Conditions

It is essential to analyze and recommend roadway improvements based on an understanding of the historical land use patterns within Ballard. Land use develops along transportation corridors and typically shapes the future land use plans identified by the City.

Ballard City currently has an interconnecting road grid which provides reasonable access to the sparsely populated areas within the community. These roadways are typically 18' to 28' of pavement with little or no shoulders. Most existing streets do not have curb, gutter or sidewalks.

Maintenance of the existing transportation facilities and construction of new facilities come primarily from revenue sources that include the Ballard general fund, federal funds, and State Class C funds. Financing for local transportation projects consists of a combination of federal, state, and local revenues. However, this total is not entirely available for transportation improvement projects, since annual operating and maintenance costs must be deducted from the total revenue. In addition, the City is limited in its ability to subsidize the transportation budget from general fund revenues.

Impact Fees + Traffic Impact Studies

Ballard does not currently have a street impact fee for transportation improvements. The impact fees can assist in building the necessary roadway improvements to handle the increased growth and mitigate congestion that is currently being realized on the roadways in the City. Proposed roads on the future roadways map and maintenance of existing roads can be funded by these fees.

As part of furthering this plan and deciding how to use funds wisely, Ballard City may consider requiring an impact fee for any new developments. It may also consider requiring a Traffic Impact Study (TIS) for very large developments. A TIS is a specialized study of the impacts that a certain type and size of development will have on the surrounding transportation system. It is specifically concerned with the generation, distribution, and assignment of traffic to and from a new development. Since residential and private roads are not part of the Future Road Way map, TIS reports allow the City flexibility when deciding the location of local roads.

Roadway Design

A safe transportation system is one of the top priorities of Ballard. New roads should be designed to give proper access to emergency vehicles and should be well maintained. Also, roadways and walkways should be designed in a way that all people can equally access and use the transportation system.

Specific areas of concern are residential neighborhoods and schools. Residential streets should be designed in a curvilinear manner in order to reduce or eliminate long, straight stretches of residential roadways, which encourage speeding and cut-through traffic. A reduction in the use of cul-de-sacs should be emphasized in order to provide greater traffic circulation. Streets that serve schools should encourage

traffic calming devices and have plenty of safe pedestrian street crossings. Minor collectors should maintain the current grid system.

Overall, the roadway network should focus on connectivity. This means that block sizes should not be too large, and important collectors should not dead end or end in a cul-de-sac. This is best achieved by utilizing a hierarchical grid system of roadways, which Ballard already has in some parts of the City.

Access Management

A critical factor to the safety and function of the transportation system is access management. Access management is the practice of coordinating the location, number, spacing and design of access points to minimize site access conflicts and maximize the traffic capacity of a roadway. Techniques include signal spacing, street spacing, access spacing, and interchange-to-crossroad access spacing.

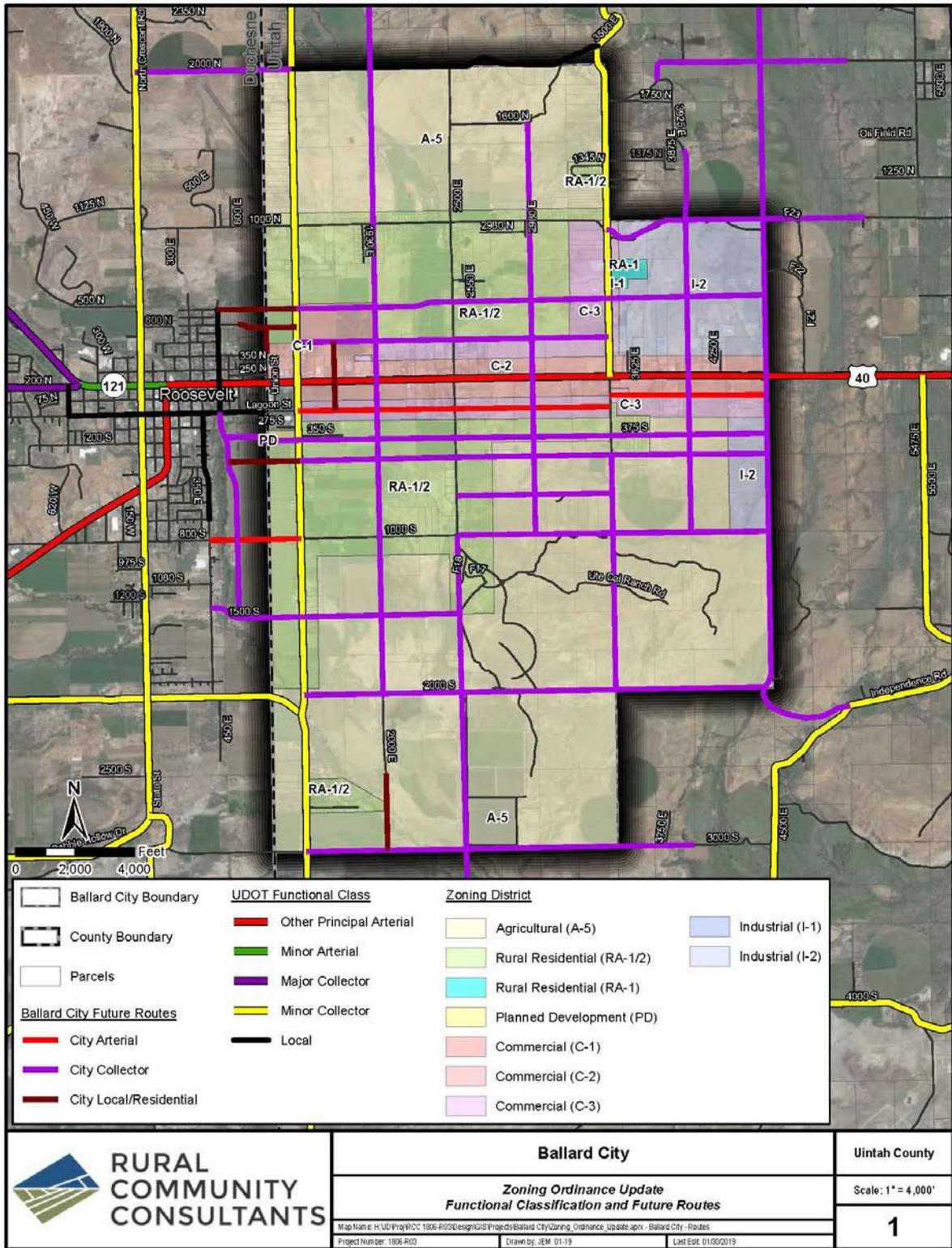
Since the main road through the City is a state highway, the City cannot control access on the main arterial. The City can, however, focus on allowing more access to local collectors to slow down traffic and minimize cut-through traffic as the state highway becomes more congested.

Future commercial and high-density residential development along SR-191 should anticipate access management requirements from UDOT.

Future Transportation Map

This plan has looked at the major circulation patterns required by the land uses presented in this plan. The map of this chapter shows major arterial, major collector and collector roads. This map is a schematic plan only and the final alignment of all roadways will be determined by specific demands of each area.

Ballard City General Plan



Goals + Policies

Goal 1: Develop a transportation infrastructure to accommodate both residents and business owners.

1. Develop and maintain transportation systems of adequate size and capacity to serve the existing and projected population.
2. Pedestrian, plaza, landscaping, street furnishing improvements and parking areas should not be allowed to compete with the City's historic buildings or mountain views.
3. Maintain the ability to provide fire and ambulance protection, delivery and public transportation service in all areas of the City.

Goal 2: Consider the design, maintenance and aesthetics of public improvements in a comprehensive way.

1. Street paving and pedestrian surfacing materials should be economical, serviceable, permeable where practicable, easy to repair, and the variety of surfacing materials should be kept to a minimum.
2. Provisions should be made for future undergrounding of utility services.
3. No new above-ground utility service lines will be created.
4. Landscaping within right-of-ways shall be reviewed on a case-by-case basis relative to existing and future right-of-way uses, and should employ native species where possible.
5. Property owners that have lots fronting on right-of-ways should be responsible for landscaping maintenance (e.g., along sidewalk planting strips).
6. Access for the disabled shall be addressed in all public improvements.

Goal 3: Implement pedestrian-focused design throughout the City.

1. Shared street concepts (a pedestrian way with single lanes for vehicles) shall be utilized in low volume street situations where deemed appropriate.
2. Provide a pedestrian oriented sidewalk, path and trail system that offers convenient access throughout the entire City.

Goal 4. Provide a transportation system that balances traffic needs with those of creating a livable, attractive community.

1. Move people and goods safely and efficiently to, from, and through Ballard City, while minimizing negative impacts on adjacent land uses.
2. Maintain a pedestrian-friendly setting for residential neighborhoods, shopping, and business districts.
3. Anticipate future bus route needs in the planning and design of streets and developments.
4. Preserve rights-of-way to accommodate future traffic needs.
5. Reduce high speeds and traffic levels through neighborhoods.

6. Encourage alternative (non-auto) modes of transportation.
7. Provide walking and bike paths/lanes in an interconnected system that links major destinations.

Potential Action Steps

1. Continue a regular maintenance program of pavement preservation methods such as chip sealing, crack sealing, pavement sealing, and overlays on existing roadways to maintain roadway integrity.
2. Investigate the feasibility of conducting an impact fee study and establishing a fee for new development.
3. Consider requiring a Traffic Impact Study for any new, significant developments that are not residential infill.
4. Incorporate appropriate site planning criteria into the development approval processes.
5. Adopt a program of street and highway landscaping (i.e. street trees) to enhance the appearance of the City's circulation system.
6. Convene local community volunteers to make recommendations on safe bicycling infrastructure (bike lanes, widen shoulders, share the road signs, etc.) on local streets.

Chapter 7 - Housing

Quality housing is the foundation of a strong and vibrant neighborhood. The condition and character of houses and public spaces reflect and contribute to local identity, pride in community, and the long-term viability of the City as a whole. The availability of good and affordable housing for people of various family styles, ages, family sizes, professions, health, and incomes contributes to the City's vibrancy and economic success.

Yet, affordability continues to be a problem in Ballard. In recent years, housing costs have risen faster than household incomes. Higher land prices, excessive lot sizes, low density zoning, and stringent infrastructure requirements have increased pressure on the cost of housing, excluding many people of limited means.

Existing Conditions

Assessing a community's housing stock in a general plan ensures that future housing needs are addressed before the issues of supply, cost, and quality become problematic. Members of the Ballard community share the goals of high quality and accessible housing. This can be achieved by allowing diverse housing styles that blend aesthetically with neighboring structures and land uses.

According to the ACS 2017 data there is a total of 303 housing units in the city. In early 2019, Ballard had one single family home and no rental properties on the market according to local realtor websites (Zillow). The housing stock is aging with almost all units built before 2009.

Moderate Income Housing

Accurate data is limited for smaller communities like Ballard. According to the ACS 2017 data, the median home value in Ballard is \$159,000.

The median income for the City is \$66,250. The Utah State statute defines "moderate income housing" as the market for citizens at 80% or below of the annual median income. Therefore, the income level that defines Ballard's moderate income is \$53,000.

It is estimated that the housing costs in Ballard (in 2017) are \$838/mo for owner occupied units, and \$1,250/mo for rental units. Overall, Ballard's housing supply has an estimated deficit of 2 affordable rental units.

There are currently no subsidized multifamily units in Ballard. There are no units currently deed-restricted for moderate-income households either.

Future Demand

The residential construction market will always be able to respond to demand for high-income housing, and there are public grants available for low-income needs. However, due to increasing land values and

material costs, it is also expected that there will always be a demand for moderate income housing that is difficult for the market to meet. This problem is particularly prevalent in the Uinta Basin because of the cycles of the energy economy.

Goals + Policies

Goal 1: Work with other agencies to find solutions to regional housing problems.

1. Coordinate regularly with the Uintah Basin Association of Governments to ensure access to federal and regional housing assistance programs, block grants, residential rehabilitation loans, and down-payment/closing cost assistance programs, and other programs and assistance.
2. Continue to work with nearby municipalities to ensure that workforce housing and transportation for employees is provided.

Goal 2: Provide opportunities for housing that meets the needs of a broad range of incomes, family compositions (singles, couples, and families with children), and ages.

1. Provide opportunities for development of affordable homes to those of low and moderate incomes who work and reside in Ballard City. This includes young families, single head of household families, large families, people with disabilities, the elderly, and other low and moderate income households.
2. Include in each neighborhood a share of lower cost housing—to avoid enclaves of a single income level (especially isolating lower income neighborhoods), as well as to avoid sameness of appearance.
3. Disperse higher density housing throughout the community - rather than have it concentrated in large aggregations.
4. Assure opportunities exist for future developments to provide a mix and range of densities that allow a variety of housing types, including apartments, townhouses, condominiums, manufactured homes, and detached single-family homes.
5. The City encourages the use of manufactured housing that has the appearance of traditional construction.
6. 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.
7. Consider expanding the amount of land that is zoned to be allowed caretaker housing and accessory units to create more rental opportunities for seasonal employees.

Potential Action Steps

1. Promote a variety of living accommodations for both permanent and transient populations.
2. Create standards for dwelling units with caretaker or second unit status to establish affordable housing.

3. Require individual property owners to maintain lots to reduce wildfire fuel loads.
4. 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.
5. Develop programs, regulations, and incentives to develop higher density and more affordable housing.
6. 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.
7. Establish an early warning system to track indicators of “housing health” and affordability, and report annually to the City Council and Planning Commission.
8. Create design guidelines to encourage quality design of increased density housing.
9. Explore incentives and/or requirements as a means of assuring that affordable housing is provided to meet the needs of the community.
10. Review height, view-shed, preservation of open space, and historic preservation policies and ensure they are not barriers to affordable development within City.
11. Consider deed restriction policies that keep home/rental prices in affordable ranges.
12. Consider working with developers to use state LIHTC funds to subsidize affordable apartment developments.

Chapter 8 - Preservation + Open Space

Existing Conditions

In its broadest sense, open space is land not used for buildings or structures, and is a respite from development. Open space is farmland, mountains, river bottoms, and mesa top vistas. It may also be parks, cemeteries, golf courses, etc. Ballard City is surrounded by vast areas of open space. However, permanent, accessible open space within the community is equally important to the citizens' quality of life. Open space must not be viewed merely as land leftover after development or land waiting to be developed. It is an essential element of the character and livability of the City.

Ballard City has a significant amount of park area. These areas are adjacent to the City Office and North of the LDS Church. They contain ball fields, playground equipment, restrooms and pavilions. The map in this plan shows the location of the public facilities within Ballard.

It is recommended that the City develop a park and recreation Capital Facilities Plan to determine the Level of Service (LOS) the City desires and to implement requirements and fees to achieve that LOS.

Special Designations + Protection Areas

Many hillsides and ridgelines in Ballard City will be designated as open space in order to preserve the striking backdrop of the community for everyone. Other areas within the City that have been designated as open space are lands that lie within floodplains, primarily along the existing washes.

Goals + Policies

Goal 1. Preserve the beautiful, visible, healthy, and sustainable function of the unique natural features that give Ballard City its unique identity.

1. Preserve from development, as much as practicable the following areas:
 - a. The floodplains as determined by FEMA and shown on the FIRM maps.
 - b. The steep hillsides and rims of surrounding plateaus.
 - c. The existing unique landforms such as the Ballard Nob.
 - d. The natural hillsides that enclose the City.
 - e. The riparian wetlands that provide important wildlife habitats and scenery that contrast with the developed areas of the City.
 - f. Important habitats for threatened or endangered species.
 - g. Major dry washes.
2. Place a high priority on the protection and conservation of important natural resources that are threatened by imminent development.

Goal 2. Improvement and Maintenance of Open Space.

1. Ballard City places a high priority on protecting distinctive natural features that have a visual impact on the community (ridges, mesas, steep slopes, etc.), areas related to public safety (floodplains), and critical wildlife habitats (wetlands), which are important to maintain the balance of ecological systems.
2. New development and redevelopment should respect and incorporate existing environmental constraints and opportunities to assure growth will exist in harmony with, and enhance the area's natural environment and unique visual setting.
3. Land designated as Open Space on the Land Use Plan Map is to be preserved permanently from development and left in a natural state and/or used for recreational purposes, such as parks and pedestrian, bicycle and equestrian trails.
4. The City will enforce adopted floodplain regulations and encourage property owners to comply with other state and federal floodplain regulations. Where floodplains are not designated, new development should be set back a minimum of 50 feet from drainage ways and water bodies, both natural and man-made.
5. Land uses adjacent to plant and animal resources and habitat areas, particularly in association with water courses, water bodies, and potential wetland areas, will be carefully reviewed to minimize the effect of development and encourage habitat preservation.
6. The City will actively pursue the preservation of significant open spaces through voluntary dedications, conservation easements, fee acquisition, clustering of development, transfer of development rights, and other land preservation techniques.
7. The Open Space designations on the Land Use Plan Map are approximate, intended to trigger detailed analysis for compliance with the City's various ordinances related to open space (floodplains, threatened and endangered species, etc).

Goal 3. Improve Recreation Opportunities. Ballard encourages the development and maintenance of parks with quality recreational facilities that connect all parts of the community.

1. Equitably share the cost of future parks between existing and future residents.
2. As resources are available, work with county and neighboring communities to provide programs for a variety of passive and active recreational opportunities for all area residents.
3. As resources and opportunities allow, obtain land and facilities as they become available and/or ahead of need for subsequent improvement to meet future recreational and open space needs in community expansion areas.
4. All park improvements will be universally accessible as much as possible.
5. All new developments should provide finished neighborhood park facilities, or fees-in-lieu, to meet the LOS established by the city. Dedication requirements (or fees-in-lieu) shall be based on the actual cost to the city for developed parks. Parks should be located and designed to encourage frequent use and presence of people throughout the day.
6. As resources allow, the City will endeavor to ensure that adequate parkland is provided in appropriate locations to equitably serve the broadest possible spectrum of recreation needs, distributed to serve the community conveniently and with a minimum of overcrowding and overuse.

7. Wherever possible, the City will assume primary responsibility for the acquisition of land and development of Community Parks.
8. New developments should provide for the connectivity of trails (off-street trails and/or detached sidewalks) with existing and potential adjacent development. It is intended that this connectivity will provide recreational routes for pedestrians and bicyclists, as well as routes to major activity centers to reduce dependence on motorized transportation.

Goal 4. Public/Private Cooperation. Ballard supports public/private cooperation in developing recreation and open space improvements, services, and facilities.

1. Encourage residential and commercial developers to improve and/or construct recreational facilities in lieu of paying fees for developments that will generate need beyond current recreation infrastructure capacity.

Potential Action Steps

1. Develop a Hillside Protection Overlay Zone to achieve the City's goals and objectives. Consider providing specific slope limits for various density ranges, establishing a definition of very steep slopes where no development would be allowed; prohibitions against building on the crest of ridges (require a minimum setback), allowing narrower road widths on hillsides (to reduce impacts), requiring the restoration of cuts and fills to a natural appearance, etc.
2. Amend the Open Space Zone in the Zoning Ordinance and the Zoning Map to apply only to land preserved as open space in perpetuity. For land with development potential, apply a zone that reflects the potential development level. For a temporary "holding zone," use an Agricultural designation rather than Open Space.
3. Require construction activities within areas designated as Open Space on the Land Use Plan Map to first document that the development will not create adverse visual, environmental, and/or safety impacts.
4. Create flood hazard overlay zone districts based on FEMA maps and detailed flood studies conducted by property owners or others. Require minimum setbacks from drainage ways and water bodies where floodplains are not defined. Require development proposals within the potential flood hazard zones to provide adequate documentation to the City that development will not increase flood impacts on downstream or upstream property owners.
5. Acquire right-of-way for trail network as new development is proposed.
6. Consider implementing a program within the zoning ordinance that allows density to be transferred to areas not designated as open space.
7. As resources become available, develop an incentive program to encourage land owners and developers to cluster development and preserve land for parks, schools, and trails.
8. Public acquisition of large tracts for community parks.
9. Large development setbacks from roads, with open fencing (rather than walls) to preserve a "feel" of open space.

10. Create a Parks and Recreation Master Plan. Develop a vision and goals for the park system. Refine the advanced identification of needed park sites and prioritize a systematic approach to acquisition that will meet the adopted LOS target. Amend the General Plan accordingly.
11. Develop minimum size requirements along with construction standards for parks constructed by developers.
12. Ensure adequate buffers adjacent to and around all trail corridors.
13. Explore with the School District joint development of schools and city park sites to reduce the cost of both schools and parks.

Chapter 9 - Public Services + Facilities

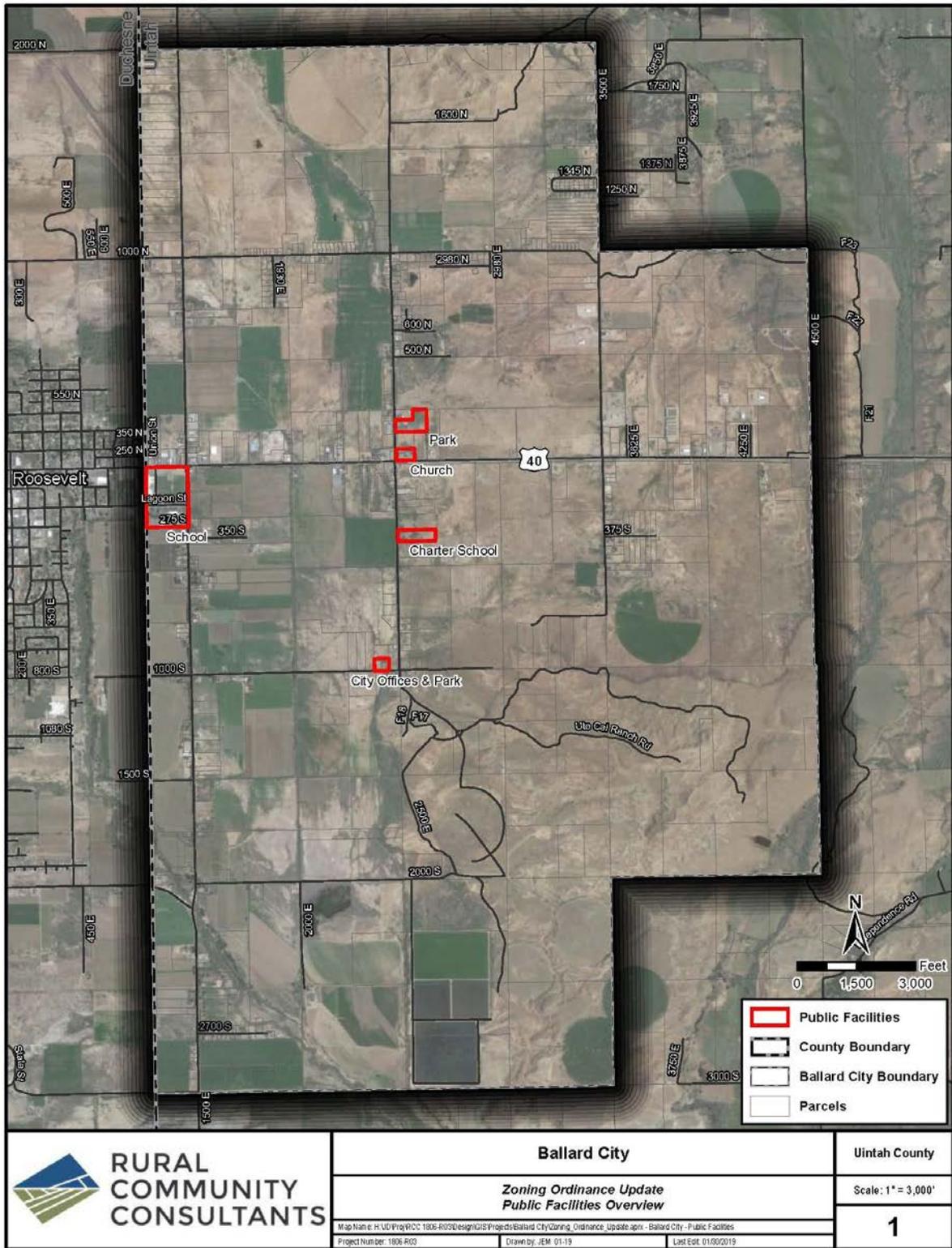
Public Facilities

Public facilities include schools, churches, civic buildings, parks and recreational facilities. Civic uses may include City Offices, Libraries, Senior Citizen Centers, Police Stations and Fire Stations.

Ballard City currently has very limited civic use facilities. The City Office is the main such type of facility. Union High School and Union Junior High are located on the border with Roosevelt and are part of the Duchesne County system. A new charter school has been approved along 2500 East Street. The LDS church at the corner of Highway 40 and 2500 East Street is the most predominate facility in Ballard. There are a few smaller worship facilities spread out through the community.

Ballard City does have a significant amount of park area. These areas are adjacent to the City Office and north of the LDS Church. They contain ball fields, playground equipment, restrooms and pavilions.

Ballard City General Plan



Culinary Water

The City of Ballard relies on the Ballard Water Board for its culinary water needs. The Water Board gets its water from the Ute Tribal System by an agreement with the Ute Indian Tribe. Currently there are a limited number of connections available and historically the Tribe has limited the water supply in time of drought.

The current water system will not support any significant growth and could be at its total capacity within a very short time frame.

Sewer System

Currently, the City relies on Roosevelt City to provide Sanitary Sewer treatment. Roosevelt operates a lagoon system located within the city limits of Ballard. The main trunk line to these lagoons is located in Ballard City streets. These lagoons and the related use agreement should be reviewed in detail during the preparation and adoption of a capital facilities plan for Sanitary Sewer. Historically, this arrangement has been a source of contention between the communities. These differences should be resolved, and a clear understanding of the agreement should be reached.

The sewer distribution system does not currently cover the entire community. There are areas within the City that do not have direct access to a gravity flow system. Developments in these areas will require extending the existing system to their properties or wait for a System upgrade by the City. A capital facilities plan would study these areas and make recommendations as to the need, timeframe, and cost of these improvements.

Emergency Preparedness + Resilience

The Utah Division of Forestry, Fire and State Lands was given a recent legislative mandate to support local governments that conduct planning focused on protecting second home developments in the urban/wildland areas. Ballard recently adopted a Community Wildfire Preparation Plan, and could volunteer to become a case study for implementation.

Other Utilities and Services

Other utilities such as power, natural gas, telephone and TV are available within the City. Generally, these utilities have the greatest capacity in existing developed areas with less capacity as they extend to the outlining areas of the City. Each proposed development should thoroughly investigate these utilities with respective companies to determine if adequate capacity is available.

Financing Public Improvements

If it is determined that the City of Ballard should participate in a required improvement, the City should not be forced to participate until it is in the best interest of the City and within the budget constraints of the City. A city-wide capital facilities plan should be maintained to help determine the needs, costs and fees the city may require.

Goals + Policies

Goal 1. Develop a strong connection between the planning and budgeting process.

1. Host an annual worksession to review the goals of Ballard’s plans as part of its annual budget development process.

Goal 2. Assure that the infrastructure necessary for the health, safety, and welfare of the public is provided in an orderly, cost-effective manner that equitably shares costs between existing and future residents.

1. Provide safe, dependable water in sufficient amounts to meet the needs of City residents, businesses, and amenities.
2. Provide cost-effective treatment of waste that will maximize environmental benefits.
3. Reduce the amount of solid waste by 25% through recycling, reusing, and reduction.
4. Provide emergency services to protect health, safety, and welfare, in a cost-effective manner.
5. Encourage the conservation and efficient use of water to maximize the use and benefit of this scarce resource.
6. Promote the most economical development of water resources consistent with environmental protection.
7. Assist the School District in providing school sites and physical education in the most cost-effective means possible.

Goal 3. Continue to position the City to operate deliberately as resources are available.

1. Adopt a stormwater management plan for Ballard.
2. Maintain documented emergency operations plan.
3. Implement the transportation master plan.
4. Expand fuels reduction projects in and around Ballard.
5. Establish regulations and distribute information on potential hazards to mitigate the personal injury or property damage they may cause.
6. Obtain adequate water rights to provide for 40 years of growth in Ballard.
7. Phase infrastructure development (roads, utilities, and public buildings) in a sequential manner as to prevent inefficient “leap-frog” development.

Potential Action Steps

1. Consistently support efforts to develop and implement a regional Community Wildfire Preparedness Plan (CWPP).
2. Promote recycling and other ways to reduce the waste stream.

APPENDIX

Note that much of the following material was adapted from the Ballard 2008 Plan.

The Role of the General Plan

The General Plan is intended for use by City Council members, Planning Commissioners, other City boards, City staff, developers and residents interested in the future of the community. The purpose of the Plan is to provide a comprehensive guide to the physical development of the City. It is a basic tool to guide zoning, budgeting, capital improvement decisions and policy making.

Fundamental to the concept of a General Plan is the notion that a city can be “planned”. “Plan” in this context refers to the process of gathering ideas and input from many sources and creating an overall general system of development that will bring about orderly growth. (That is, development that avoids placing incompatible land uses next to each other, that will not place undue financial burdens on the City or a particular neighborhood, and that assures adequate public services and amenities are in place to create a livable community.)

A General Plan is a community’s general guide for making land use decisions. The General Plan is a reflection of the community’s values.

At the large-scale level, the General Plan describes how the community wants to grow. For example, the community wishes various land uses to take place and what the community wants to look like. The General Plan covers the area within the City limits.

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

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

Long Range Vision

It is tempting to view some of the elements of the General Plan as unrealistic. However, a General Plan is intended to be a long-range look into the future. This plan is considered to look at least 20 years into the future. So, when comparing current conditions with the vision, consider how much change has taken place in the last 20 years. How many businesses and buildings have been replaced, and how many buildings, homes, parks, trails and other improvements have been constructed? Many of our current surroundings would have seemed unimaginable 20 years ago.

By seeing where we are now and where we eventually want to be, we can begin to take actions that will get us there. Just as importantly, a General Plan also helps us avoid making decisions that will prevent us from reaching our goal. Thus, some concepts incorporated in this document will take many years to bring about.

In the meantime, the General Plan is a valuable guide to many small decisions that need to be made to upgrade our community, and to lay the groundwork for the long-range vision. Over time, conditions will change and there may be a need to adjust the Plan to conform to new realities.

General Plan vs. Zoning

Although the General Plan itself is not a regulatory document, many communities require all zoning decisions, as well as decisions about new streets, parks, public buildings and utilities (public or private), be in conformance with the General Plan.

Ideally, the General Plan is part of a three-level process of regulating land uses:

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.).

In a zone change, the zoning designation given to a parcel should be based on the land use designation given to that area in the General Plan. For example, an area that is designated “low density residential” in the General Plan would subsequently be zoned for single family lots (rather than apartments or a gas station). A building permit would then be granted by the City only for building uses that are in conformance with the zoning designation for the building site. One cannot normally get a permit, for example, to build a gas station on a lot that is zoned residential.

As another example, in reviewing an application for a development that is not requesting a zoning change, the City would: (1) make sure that the overall density complies with the existing zoning, and (2) make sure the arrangement of uses, alignment of roads, preservation of open space, etc. is consistent with the General Plan (its land use designations, goals, policies).

Therefore, once the General Plan is adopted, it is important that it and the Zoning Ordinance be kept consistent. This may be brought about by rezoning any parcels that are not in conformance with the General Plan, or by amending the General Plan, or both. It should be noted that either rezoning or amending must follow the state’s required procedures, including public notices and public hearings.

A building permit is granted by the city only for building uses that conform with the zoning designation for of the building site. For example, one cannot normally get a permit to build a gas station on a lot that is zoned residential. The zoning designation given to a parcel is usually based on the land use designation given to that area in the General Land Use Plan. For example, an area that is designated "low density residential" in the General Land Use Plan would subsequently be zoned for single family lots (rather than apartments or a gas station) and only one permit for a single, residential home would be granted for each lot.

Goals, Objectives, Policies and Actions

The General Plan contains several components: Vision Statement, Goals, Objectives, Policies, Actions, and maps that reflect all the above.

As an aid in developing the General Plan, the City has developed a community vision which relates to a series of Goals and Objectives. Clearly defined goals and objectives provide a means by which the City can evaluate individual actions and establish priorities for the good of its citizens.

Goals are general statements that represent ‘big picture’ desires that which address individual subject areas, such as housing, open space, etc. Objectives are more specific strategies that lead to fulfilling goals. A key difference between goals and objectives is that objectives are measurable, that is, one can tell when they’ve been accomplished. It is often the case that an Objective can help fulfill more than one Goal.

Policies are ‘statements of position’ that help establish consistent decision-making. Policies are sometimes referred to as “decisions made ahead of time, outside the heat of battle.” An example of a policy statement is:

All zoning and land use decisions, including the development of streets, parks, utilities, and the provision of public services, shall be consistent with the General Plan, including its maps, goals and policies.

Actions are specific, implementable steps—a “to-do list” to accomplish the Goals, Objectives and Policies. Actions are most effective when they are simple and can be assigned to a specific individual or department. An example of an action might be:

Amend the Zoning Ordinance to make it consistent with the General Plan land use designations.

The process of creating Vision Statements, Goals, Objectives, Policies and Actions is a means of translating the community’s broad vision down to specific, implement-able steps. Since they are part of the General Plan, the Vision, Goals, Objectives, Policies and Actions are adopted by the City Council and have official status as a guide as to how the City intends to direct its energies and resources with respect to the many issues facing the community.

It is anticipated that as time passes and conditions in the City change, there will be a need to modify the Goals, Objectives, Policies and Actions. Thus, the planning process is one of continually monitoring results and evaluating the relevance of the direction. The Vision, Goals, Objectives, Policies and Actions may be updated by the Council at any time and will also be reviewed during each update of the General Plan.

History of Uintah Basin Population

The following information is provided to illustrate history of the region to allow Ballard City officials to better plan. Due to Ballard’s small size, the statistical data for the community can be misleading if not taken into context with the overall regional trends.

The Uintah Basin was originally established as a farming and ranching region by a sparse population of Caucasian settlers around the turn of the century. The Uintah Basin did not see a significant increase in population until oil was first discovered in Uintah County in 1948. In the late 1950’s and early 1960’s, Uintah and Daggett County populations increased dramatically during the construction of Flaming Gorge Dam.

The most impressive growth took place with the 70’s oil boom. In the early 1970s, the Uintah Basin grew at nearly twice the overall rate of the state after being behind in the statewide growth for at least 40 years. This growth took place primarily in Uintah and Duchesne Counties. Duchesne County population began its largest increase with the development of the Altamont and Bluebell oil fields.

Duchesne County experienced a net increase of 5,250 people between 1970 and 1980--compared to only 220 people during the 1960s. Duchesne County population was 7,299 in 1970 and increased by 71 percent to 12,565 people by 1980, 12,645 in 1990, and 14,371 in 2000.

Uintah County's growth from 1960 to 1980 was the direct result of large construction projects such as Flaming Gorge Dam, Central Utah Water Projects, start-up phases of the White River Oil Shale facilities, the Deseret Generation & Transmission Power Plant, and the exploration and extraction of oil.

Uintah County experienced a net growth of 1,200 people between 1960 and 1970 and grew by 7,822 people between 1970 and 1980 representing a 62 percent population increase. Uintah County's population in 1970 was 12,684, 1980 - 20,506, 1990 - 22,211, and 2000 - 25,224.

Population^[MH2] figures for the Uintah Basin from 1990 to 1999 further illustrate the instability of the area's economic base. Growth rates between 1994 to 1996 show the latest boom or economic upswing and the three years following show the results of a recent recessionary period and bust side of the cycle: decreasing population growths - Daggett County -6.2% and - 5.3%, Duchesne County -0.2% and Uintah County -0.8%. Population forecasts by the Utah State Office of Planning and Budget for the Uintah Basin were projected to increase, but at moderate growth rates.

Buildout Scenario (from 2008)

The "Boom and Bust cycles" of the area and the relatively small statistical base of Ballard's population make projecting populations for Ballard very difficult and somewhat unreliable. For the purposes of this plan, the growth patterns over the last seven years will be used. However, if history tells us anything these patterns may cycle down in the future.

The 2000 census showed a population for Ballard of 566 people. The latest estimate in 2007 shows a population of 677 people. This shows an increase of 111 people over a 7-year period. Assuming an average of 2.3 persons per household, that would have resulted in 48 new dwelling units, or roughly 7 dwelling units per year.

The Utah Governor's Office of Planning and Budget's uses a projected AARC rate through 2060 of 1.2% for Ballard. This results in a population of 1,171 or an increase in population of 494 people over 53 years. Using the same assumption as stated in the previous paragraph, this results in roughly 4 new dwelling units per year.

Both of these projections are in conflict with the recent level of applications to the City and the potential impact to the City of Ballard.

For Example, if a 5 Acre parcel were developed into an apartment complex which yielded a density of 8 units per acre (a very low density for apartments), then 40 new units would be added to Ballard. This would represent 6 to 10 years' worth of growth based on statistical projections.

Based on the unique aspects of the local economy and the available statistical data for the City, this plan estimates a 2013 population for Ballard of 800 to 1,200 people. (Please note, these numbers can be significantly affected by a single project or by a significant change to the energy-related economy).

The ultimate "buildout" for Ballard City is equally hard to project. If all areas shown on the 2008 General Plan Land Use Map were to be fully developed, the City would have a population of roughly 25,000 people. If these areas were developed to the highest densities available, the population could reach as high as 50,000 people.

Notes on Park and Recreation Facilities

Parks and recreation facilities are important aspects of a livable community. They provide opportunities for relaxation, stress relief, socializing, exercise, and skills improvement. They also provide open areas as relief from development and provide shade and color to the appearance of the City. Less obvious, but no less important, parks and recreation are important economic development tools for a community.

A good park and recreation system can help attract both businesses and workers to Ballard City. In special circumstances, recreation facilities can also be a source of revenue. Some communities have assembled athletic fields and facilities which attract regional and national tournaments. This generates significant sales taxes from players and spectators.

Typically, these parks will be developed in more than one park type and size. Ballard City should establish two basic park types: Neighborhood Parks and Community Parks.

1. Neighborhood Parks are usually 1 to 10 acres in size and serve a population within walking distance (1/4 to 1/2 mile). They typically have a playground, an open turf play area, often a basketball and/or tennis court, and picnic facilities.
2. Community Parks are typically 10 to 40 acres in size and are more oriented toward sports fields and larger group activities such as soccer/softball/baseball fields or complexes, large group pavilions, and can have a passive, natural area as a component. They are generally drive-to facilities and usually include parking lots.

In many communities, neighborhood parks are the responsibility of new development. This matches the demand created by the new development. If the development doesn't design a park of at least 5 acres, a payment to the City equal to the cost of land and/or park (fee-in-lieu) is often permitted, and the City constructs a park when sufficient funds are assembled.

Since community parks typically serve multiple neighborhoods and/or developments, they are typically developed by the City.

Best Practices for Implementation

In order for the General Plan to be valuable, it must result in action. The process of carrying out the policies and proposals included in the Plan requires a long-term commitment by the community and particularly its elected officials. A plan that is a benefit to the community does not happen by the mere adoption of a plan. The Plan must be implemented.

Implementation Tool: Zoning Ordinance

Zoning consists of a zoning map and an associated ordinance that define appropriate locations, allowed uses, and restrictions for each zoning category. The General Plan illustrates an overall general desire, but zoning has the force of law.

Uses identified in the General Plan are implemented by zoning the property accordingly. Since General Plan designations do not follow property lines, and zoning does, the translation from the General Plan designation to zoning is not always direct. For example, the General Plan may have one designation for a hillside and another for an adjacent flat area. If both areas — the hillside and the flat land — are within a single parcel of land; the zoning may have to be an average of the two designations. Also, when interpreting zoning, the Planning Commission and City Council need to refer to the General Plan designation. For example, a parcel may be zoned for a very low density, but the General Plan may suggest

a dense clustering of homes on a smaller portion of the property and keeping a portion of the property (hillside e.g.) free from development.

As a result, both zoning and General Plan designations must be considered together.

Implementation Tool: Subdivision Ordinance

The Subdivision Ordinance specifies the process by which a parcel of land is subdivided into smaller parcels. It also contains standards for site development such as roads, sidewalks, drainage, utilities, lighting and park dedication requirements. Subdivision site design standards help the Planning Commission and City Council determine whether the proposed locations for buildings, roads, utilities, etc. are appropriate and safe. Many of the objectives of the General Plan can be implemented through the design standards in the Subdivision Ordinance.

Implementation Tool: Other Tools

Other implementation tools available to the City include Special Use Conditions (i.e. Overlay Zones), Design Guidelines, Capital Facility Plans

Implementation Strategies

1. The zoning ordinance shall conform to the intent of the general plan.
2. The general plan will be updated at least every 5 years or when major changes occur in the community.
3. The Planning Commission and City Council are committed to allow zoning and other development proposals be guided by the general plan.
4. All zoning and land use decisions, including the development of streets, parks, utilities, and the provision of public services, shall be consistent with the General Plan, including its maps, goals and policies.
5. A development proposal in conflict with the General Plan should not be supported unless there are special circumstances and a clear justification for deviation.
6. Major deviations from the General Plan require that the General Plan be reviewed and amended in advance through a public hearing process.

Implementation Actions

1. Either in concert with property owners or for the countervailing public interest, revise and adopt a new Zoning Map consistent with the general plan.
2. Prepare a resolution for the City Council stating that all land-use decisions shall be consistent with the general plan unless special circumstances and a clear justification warrant deviation.
3. If decisions are not consistent with the general plan, amend the general plan prior to approving any conflicting land use plan, unless special circumstances and a clear justification warrant deviation.
4. Require any land use application to demonstrate consistency with the general plan or show a clear justification why deviation from the Plan should be warranted because of special circumstances.