

## **SECTION 2.0**

### **GENERAL PLAN DEVELOPMENT AND PUBLIC INVOLVEMENT**

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Each municipality in the state is required to prepare and adopt a General Plan. The Land Use Management Act, § 10-9a-101 et. seq. of the Utah Code Annotated (UCA) is the guiding force for land use planning in Utah municipalities. Specifically, § 10-9a-401 et. seq. UCA delineates the form, preparation and ingredients of the General Plan. According to § 10-9a-402 UCA, the Planning Commission “shall make and recommend to the legislative body (Town Council) a proposed General Plan for the area within the municipality.” It further states that the plan may include areas outside of the municipal boundaries if it is determined that the area is related to the planning of the City.

The General Plan should direct future growth within a community and give guidance to the Land Use Authority of that community in making decisions. Utah State Code (10-9a-403) requires a municipality to develop a General Plan. The General Plan must include the following elements:

- Land Use Element;
- Transportation and Traffic Circulation Element, and;
- Moderate Income Housing Element (town excluded).

A general plan should not be limited to these standard elements. State Code also recommends that a community consider some additional elements. Some of these additional elements that may be considered include the following:

- Environmental Element;
- Public Services and Facility Element;
- Rehabilitation, Redevelopment, and Conservation Element;
- Economic Element, and;
- Any other Element the community considers appropriate.

In addition to these elements the General Plan should also include a section dealing with implementation of the General Plan. The General Plan needs to be action oriented so that it will guide and direct new development within the community. This section should include policies, goals and strategies which will help the community’s decision-makers implement the General Plan over time.

General Plans take many different forms and include many different styles. The key to a successful General Plan is preparing a document that will provide meaningful information to those making land use decisions for the community. If the proper size of water lines, sewer lines, street widths, and other infrastructure can be determined, there are great savings in doing things once.

#### **2.1 General Plan Organization**

The Elwood Town General Plan is organized into six different sections to allow for ease of use and understanding. Each different section makes up the entire General Plan. The following are the different Sections of the Plan:

- **Section 1.0 Introduction**– The introduction of the plan provides an overview as to the purpose of the General Plan. This Section also gives a brief history of the community and outlines the major themes of the Plan.

- **Section 2.0 General Plan Development and Public Involvement** – This Section of the Plan describes development and the structure of the Plan. This part of the plan also outlines the planning process and how the General Plan is adopted and amended, and the responsibilities of the Town’s public officials. This section of the Plan also describes the public involvement process used to solicit the general public desires, as well as defines the Core Values of the Community.
- **Section 3.0 Demographics and Physical Environment** – This Section of the Plan analyzes the socio-economic makeup of the community. It describes the factors that can and will have an impact on the future of the community. It also reviews the physical environment of the town and what effect it will have on future development within Elwood.
- **Section 4.0 Elements of the General Plan** – This element explores a different topic relating to the future growth and development of the community, with the exception of the Historic Element. The Elwood General Plan also includes an introduction, a community background, natural and cultural information and resources of the City, a section on annexation and growth management, and a summary. The elements of the General Plan include the following:
  1. **Land Use Element** – The Land Use Element is primarily the graphic representation of the General Plan. The element is a compilation of the information found in the other elements graphically represented in map form. The Land Use Element will be used as a guide for all future land use decisions including zoning, subdivisions, and annexations.
  2. **Commercial and Industrial Element** – The Commercial and Industrial Element describes the makeup of the commercial and industrial uses and zoning within Elwood. It also analyzes the potential for additional commercial and industrial development within community and potential limitation.
  3. **Residential Element** – The Residential Element defines the type of residential development within Elwood and recommends potential future of residential development within the community. This element also analyzes the limitation to residential development with the community.
  4. **Transportation and Circulation Element** – The Transportation and Circulation Element serves as a future guide for the location, size, and type of future roadway facilities. This element also provides an assessment of what can be done with existing transportation facilities to improve the quality of the roads and accommodate growth in the community.
  5. **Community Facilities Element** – The Public Services and Facilities Element provides a plan for the effective and efficient provision of public services, including public safety, water, sewer, and electrical power. The plan will help the city prepare for the future expansion of public facilities as the community continues to grow and develop.
  6. **Recreation and Open Space Element** – The Recreation and Open Space Element serves to protect environmentally sensitive areas in the community by encouraging additional restrictions in sensitive areas. The Environmental and Open Space Element also encourages the preservation, protection and even creation of open space areas in the form of parks, trails, view sheds, ridgeline protection, and recreational facilities.
  7. **Annexation Policy Plan** – The Annexation Policy Plan section defines those areas outside of the Town to be considered for annexation based on the Town’s ability to provide municipal services.
- **Section 5.0 Goals and Policy Statements** – This section the General Plan is the Implementation Section of the Plan. Included in this section of the General Plan are the goals, strategies and policy statements which will determine the future of development with the Town of Elwood.

- **Section 6.0 General Plan Map** - This section is a visible representation of the General Plan.

This section also defines the land uses categories that are represented on the General Plan Map. The General Plan also includes an appendix and bibliography section as part of the General Plan. This section includes other technical information or specific studies that are referenced to within the different sections of the Plan.

## **2.2 The Planning Process**

The planning process for the development of the General Plan should result in a plan that represents the best expression of the community's public interest and at the same time provide protection of the private interest. This plan is intended to be a guide to public officials to refer to when important decisions must be made that will affect the quality of life and environment of the Town of Elwood. To accomplish this, the plan and planning process must be comprehensive and continuous so that all aspects of development are covered and becomes an integral part of the decision making process.

As required by Utah State Code the Elwood Town Planning Commission begun the preparation of the General Plan for the Town of Elwood used a planning process based on some basic concepts. The following is a list of the planning concepts:

- The Plan should be in the form of policy statements with a proposed land use map supporting the intent of the policy statements. The Plan's policy statements, which may apply to many situations, should provide more flexibility in making land use decision.
- The participation of the citizens of the community and existing organizations representing a wide range of interest should be the primary means of citizen involvement in the planning process. The involvement of the public in the development of the Plan is critical for the success and long-term viability of the Plan.
- The development of alternative plans is the best methods of evaluating and comparing possible options and varying alternatives. Alternative plans as an intermediate step toward the preparation of a final plan document can allow for different perspectives to be expressed and some conflict-resolution between interest groups.
- Town departments should be represented in the plan development process. The departments should not only provide technical assistance but should express opinions to help shape the Plan. There should be a dialogue between the interest group representative and departmental representatives during the preparation of the Plan. The resulting ownership and identification with the Plan will assure greater understanding and more successful implementation of the policies by the Town departments.
- The Town's Planning Department should assume the several roles which pertain to local planning. The Town Planner(s) coordinates, facilitates the planning process, researches and collects the necessary data and information needed by the decision-makers for the Town in its preparation of a final plan.

## **2.3 Adoption and Amendment Process**

The Elwood Town City General Plan is developed and adopted under the authority of § 10-9a-401 through § 10-9a-407 of the Utah Code Annotated, 1953, as amended. If any Chapter or Section of this General Plan is found to be illegal, arbitrary, or capricious by a court of competent jurisdiction, that Chapter or Section shall be null and void and the remainder of this General Plan shall remain in full effect.

### **2.3.1 Adoption Process**

This General Plan has been adopted in accordance with § 10-9a-403 of the Utah Code Annotated, 1953, as amended. After composition of the General Plan, the Planning Commission will hold a public hearing, after no less than fourteen (14) days of public notice, and forwarded a recommendation for approval to the City Council. The City Council, after no less than fourteen (14) days of public notice and a public hearing, adopted this General Plan together with the General Plan Land Use Map.

The following steps are generally used in adopting a plan:

- A report is prepared by Staff at the direction of the Planning Commission or Town Council;
- A presentation is given to the Elwood Town Planning Commission;
- A public hearing is conducted by the Planning Commission;
- The Plan is revised (or not) by the Planning Commission;
- A joint meeting is held with the Planning Commission and Town Council to explain the reasons for the Planning Commissions recommendations;
- The Town Council holds a public hearing, and;
- The Town council makes its changes to the Plan and if they are satisfied, they adopt the Plan by resolution or ordinance.

At any time, the Planning Commission and Town Council may add steps to the process above if they desire to solicit more input or information before adopting the Plan.

### **2.3.2 Amendment Process**

The Town Council and/or Planning Commission may, from time to time, be presented with proposed amendments to the Elwood Town General Plan. There are typically four ways a Plan amendment might be requested:

- The Town council wishes an amendment to be considered,
- The Planning Commission wishes an amendment to be considered,
- The Town Staff proposes a recommended amendment, or
- A proposal comes to the Town that conflicts with the Plan and the applicant petitions to request a change .

This General Plan may be amended in accordance with § 10-9a-404 of the Utah Code Annotated, 1953, as amended. In order to amend the General Plan, the Planning Commission, after no less than ten (10) days of public notice, will forward a recommendation to the Town Council for approval, further amendment and approval, or denial of the proposed amendment. The Town Council, after no less than ten (10) days of public notice, may amend, further amend and approve, or deny the proposed amendment to the General Plan. Amendment of the General Plan Land Use Map shall be considered an amendment to the General Plan and shall follow the amendment procedures set forth in this Chapter.

When the Planning Commission is considering a Plan an amendment, they wish to take the following steps in order to determine whether the proposal does or does not meet the Plan. In trying to determine this, the Commission should consider the following:

- Has there have been substantive changes in the location or the subject manner since this section of the Plan was originally adopted?
- Does the proposed amendment fundamentally change the intent of the Plan, e.g., does the change affect a minor part, or the whole Plan of the community?
- Does the proposal change people's perceptions of the Plan? One of the purposes of planning is to let

everyone know what to expect, does this proposal betray the trust established during the adoption process?

- Who is most affected by the amendment and will they be allowed to give input to changes which affect them?

As current and future land use decisions are made, the General Plan will act as a guide in the location, density, and type of development. As the community continues to grow and change, there will undoubtedly be need for adjustments and amendments to the General Plan. However, these adjustments and amendments should be made only after taking into consideration the intent of the General Plan. Decisions regarding the size and type of infrastructure, location of major intersections, location of public facilities, the compatibility of existing and future land use, and other critical considerations have already been set into motion with the adoption of this General Plan.

The General Plan should be reviewed prior to all zone change and annexation decisions for consistency with the plan. The plan should also be reviewed in regards to historic preservation, provision of open space, placement of public facilities, preparation of the municipal budget, and any other decisions that could affect the future landscape of Town

## **2.4 Roles of Community's Decision-Makers**

The role of the community's decision-makers in dealing with the General Plan is to manage the development and the implementation of the Plan. The decision-makers of the a community include the Mayor, Town Council and the Planning Commission

### **2.4.1 The Planning Commission**

The Land Use and Development Management Act (LUDMA) of Utah State Code requires municipalities to set up a planning commission to develop and recommend to the Town Council a General Plan for the physical development of the Town and to request special studies, programs or take field trips to determine policies and recommendations.

The Elwood Planning Commission is continuously developing a General Plan to guide the Town's decisions regarding land use and development. The Planning Commission also reviews all major residential, commercial and manufacturing developments, rezoning and annexations. As a recommending body, most actions by the Planning Commission are recommendations to the Mayor and Town Council, except conditional use permits or change of non-conforming uses which have been previously approved by the Planning Commission.

### **2.4.2 The Town Council**

The Town Council of Elwood is the legislative body of the community as defined by Utah State Code. As the legislative body of the community, the role of the Town Council is to be the final decision-maker. The approval of the Town's General Plan and Land Use Ordinance and any amendments to them are their responsibility.

In addition to their role as the final decision-maker in the development of the Town's General Plan and Land Use Ordinances, the Town Council also plays the role of policy-maker. They give direction to the different boards and commissions of the Community.

## 2.5 Public Involvement Process

The development of the Town’s General Plan is not done in a vacuum. The need to involve the public in the process of developing this plan is critical to its success. As the Elwood Town Planning Commission prepares the General Plan it needs to incorporate citizen and public input.

### 2.5.1 Public Opinion Survey

With the assistance of the Utah State Extension, the Town of Elwood surveyed the citizens of the community to solicit their input on different issues facing the Town today. There were 181 returned surveys from the 251 surveys that were given to households. The large number of returned surveys gave a seventy two (72) percent response rate from the citizens of Elwood. A copy of the survey form is included in the appendix.

The results of the survey provide great insight to the needs and wishes of the residents of Elwood. Throughout the General Plan the results of the survey will be referred to again and again.

### 2.5.2 Core Planning Principles for Growth

The following Core Planning Principles, were created by the Elwood Town Planning Commission based on the feedback received from the public opinion survey performed by Utah State University. The Core Planning Principles are a good-faith attempt to embody in words the fundamental values that residents have about the future of The Town of Elwood. Throughout the General Plan, the goals and policy statements of the general plan will be related to the corresponding Core Planning Principles, to show how the goals relate to more fundamental values regarding growth.

**1. COMMUNITY CHARACTER: The history of the Town of Elwood has been a rural farming community. This rural atmosphere of Elwood is important to the community and it’s historical identity. As the Community grows this rural atmosphere should be maintained and encouraged.**

- a. Promote design standards for new development that will promote and encourage rural design standards that continue to enhance the historic rural values of the Community.
- b. Development ordinance to encourage development standards to protect agricultural uses.
- c. Identify potential methods of preserving agricultural uses within Elwood.

**2. ECONOMIC: The Town of Elwood desires to provide for a healthy and diverse economy within the community to provide quality commercial development and develop a strong sales tax base and provide for the needs of the residents of the Town.**

- a. The Town should promote commercial uses that would provide commercial services to the residents of Elwood.
- b. The Town should promote design standards for commercial development that are compatible with the rural atmosphere of community

**3. HOUSING: The Town of Elwood would like to maintain a mix of housing that supports the rural nature of the community to provide a broad spectrum of attractive housing types and prices.**

- a. Promote development and land use standards which encourage the development high quality housing within new subdivisions.
- b. Encourage and facilitate future housing based upon desired growth, demographics and economic development priorities.
- c. Use planning and zoning tools to encourage the types and density desired to meet the desired growth.

**4. TRANSPORTATION: Plan, develop, and maintain a balanced transportation system within the Town of Elwood, by promoting walking and biking trails/paths, supporting public transportation opportunities, and by improving the functionality of safe automobile routes and infrastructure.**

- a. Develop a Citywide transportation plan
- b. Protect your public investment in the Town's transportation system by developing good development standards.
  - Access management standards
  - Impact fee
- c. Encourage the development of Countywide Transit System

**5. LAND DEVELOPMENT: The Town of Elwood should seek to maximize its development opportunities through efficient use of land.**

- a. Identify the efficient use of land with least amount of impact on the cost of services
- b. Encourage development standards which encourage good design within the scope of the Town's General Plan

**6. HERITAGE & AESTHETICS: Maintain and Protect Elwood's Cultural and Historic heritage by preserving critical natural and historical lands, and valued cultural and architectural sites.**

- a. Consider appropriate land use development adjacent to natural and agricultural areas
- b. Identify heritage landmarks including historic buildings and landscapes
- c. Identify lands that defines Elwood's character for protection

