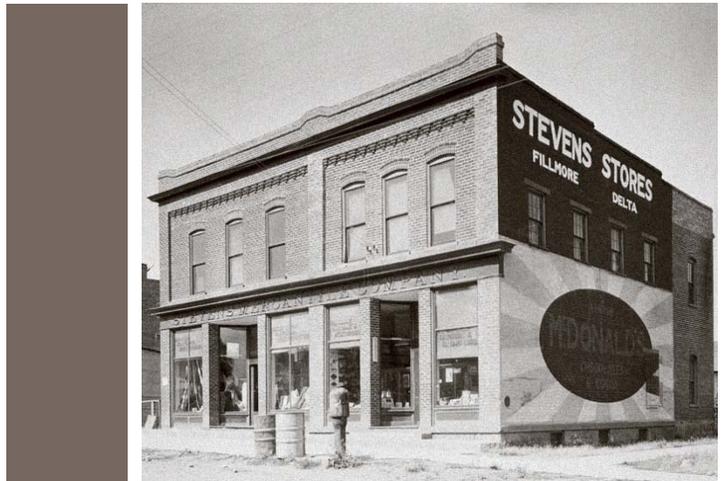


FILLMORE CITY GENERAL PLAN



2009-2020



Prepared By:

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· **ACKNOWLEDGEMENTS** ·

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AS ADOPTED BY THE FILLMORE CITY COUNCIL – ORDINANCE #09-02

EFFECTIVE DATE: MARCH 31, 2009

INTRODUCTION

The Fillmore City General Plan, as required by Utah laws, is adopted by the Fillmore City Council as a document to guide the future growth, development, and change of the City and achieve the purposes of Utah's Municipal Land Use, Development, and Management Act, Section 10-9a et. seq. Utah Code Annotated, 1953, as amended. The Fillmore City General Plan identifies necessary goals, policies, and strategies required to guide growth, development and change expected by the City and to enhance the public safety, welfare, and quality of life of existing and future residents. All land use decisions of the Land Use Authorities of the City shall be found to be consistent with the goals and policies of the General Plan.

The Fillmore City General Plan is able to be implemented because it is a realistic and workable document. It is designed and intended to be used by all members of the community for decision-making by both private development projects and the City's Land Use Authorities, and public decisions related to infrastructure, services, facilities and other public expenditure and budgeting items.

The Fillmore City General Plan is a living document that should be reviewed annually and updated as necessary by the Land Use Authorities of the City to ensure the visions and goals identified in the General Plan are effectively implemented or to provide additional policies to ensure the City will achieve the long-term vision for growth and overall sustainability for the community.

MISSION

The overall goal of the Fillmore City General Plan is to secure that future growth and development within the City occurs in an organized and fiscally responsible manner while preserving and protecting the City's history and community character. Physical changes in the City will occur to preserve open space and natural resources while enhancing the sense of community. The Plan requires that new growth pay for the facilities and services necessary to support the needs of new residents and business activities.



**HISTORY
OF
FILLMORE
CITY**



Fillmore was Utah's first territorial capital and was named after United States President Millard Fillmore in recognition of his courage in appointing Brigham Young as Utah's first territorial governor. On October 5, 1851, the Territorial Legislature of Utah passed a resolution providing for the organization and settlement of Millard County with the seat of government in the county, to be called Fillmore City, also named after United States President, Millard Fillmore. On October 21, 1851, two groups of explorers set out from Salt Lake City for the Pahvant Valley. Brigham Young headed a delegation of lawmakers making the site selection of the territorial capital. The other group, under the direction of Anson Call, was chosen to make a settlement. On October 28, 1851, territorial lawmakers selected a spot located on the hunting grounds of the Pahvant Indians, 150 miles south of Salt Lake City.

Within fifteen days the first building, a school, made of cottonwood logs, was completed. Anson Call, a well-known colonizer, with assistance of others, was largely responsible for settling Fillmore. The city was planned to be the Capitol of the State of Utah, and construction began on the Utah "Statehouse." The first wing of what was to be a monumental structure was completed and used for legislative sessions in 1855 and 1856. The building was never completed and the Utah Capitol was moved to Salt Lake City. The Statehouse stands today as the oldest existing government building in the State. On January 12, 1867, Fillmore was officially incorporated as a City.

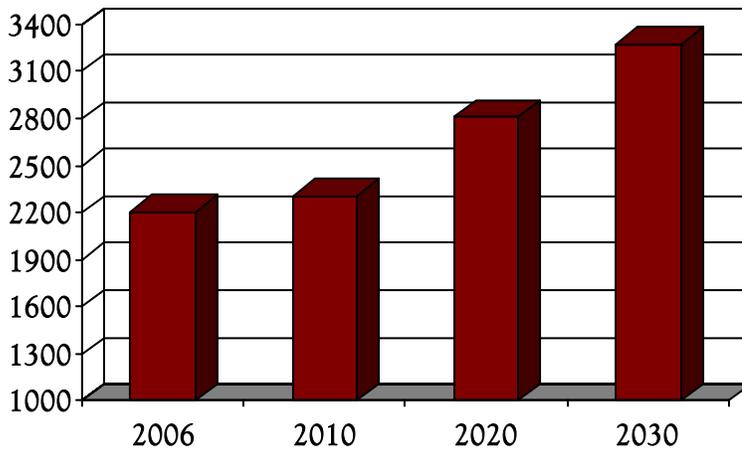
Since that day, growth and progress have been continual. From Fort, to Town, to City; Fillmore has grown and changed, providing its citizens with many services. The United States Bureau of the Census identified a total of 2,253 residents of Fillmore City in 2000.

LAND USE GOALS

- To promote land use efficiencies, particularly in the utilization of publically provided infrastructure, facilities and services all new residential uses are required to be located within the existing municipal boundaries of the City. Significant areas of vacant residential-use lands already exist within the City. Development of these areas, where required infrastructure and services are available, or can be provided in a cost-efficient way, reduces not only initial development costs, but also ongoing maintenance and operation costs incurred by the City and its residents.
- New commercial and industrial uses shall be located within the existing municipal boundaries of the City where required infrastructure and services already exist, or are readily available. The municipal boundary may only be revised and extended to accommodate new commercial and industrial use(s) when it is demonstrated that the operational requirements for a particular commercial or industrial use cannot be met within the existing boundaries of the City, or the goals and public interest of the City will be encouraged.
- Formulate and adopt an Interlocal Joint Planning Agreement with Millard County to address and provide a joint decision-making procedure for planning and land use and development decision-making occurring in Millard County, but which may affect Fillmore City.
- Review the Fillmore City Annexation Policy Plan to insure all areas proposed for annexation by the City can be provided necessary infrastructure, facilities, and services in an efficient and logical manner without undermining the fiscal resources of the City.
- The City will adopt necessary standards and requirements, codified in the Land Use Ordinances, to require compatibility of land uses and to minimize any negative impacts.



For the period 2000 to 2030, the Utah Governor’s Office of Planning and Budget projects an increase in the Fillmore City population from 2,253 (2000) to 3,277 (2030). It is projected with a City population increase of approximately 1,024 residents by 2030 an additional 355 dwelling units will be required (2000 to 2030).



Population Projections
2006 - 2030

■ Fillmore City

Source: Governor’s Office of Planning and Budget

FILLMORE, UTAH
POPULATION & HOUSING SUMMARY

YEAR	POPULATION	HOUSING UNITS
2000	2,253	Total = 825 (732 Occupied [3.07 Persons/Unit] – 91 Vacant [11% of Total Units Vacant])
2006	2,204	734 Occupied Units (3.0 Persons/Unit)
2010	2,309	770 Occupied Units (3.0 Persons/Unit) (With 8% Vacancy – Total Units = 832)
2020	2,809	936 Occupied Units (3.0 Persons/Unit) (With 8% Vacancy – Total Units = 1,011)
2030	3,277	1,092 Occupied Units (3.0 Persons/Unit) (With 8% Vacancy – Total Units = 1,180)
2000 – 2030	1,024	+ 360 Occupied Units (12/Year) + 355 Total Units (12/Year)

Approximately 278 vacant “lots of record” and an additional 34 vacant subdivision lots exist in the City in 2009 that are available for immediate development for residential use. In 2009 Fillmore City provides an adequate supply of residential building lots sufficient to meet the housing demands of the City for a number of years.

RESIDENTIAL BUILDING LOT INVENTORY

YEAR	TOTAL OCCUPIED LOTS	VACANT LOTS OF RECORD	VACANT SUBDIVISION LOTS
2000	825		
2008		278	34

Source: US Census Bureau
Utah Governor’s Office of Planning and Budget

 COMMUNITY CHARACTER

The City desires to promote a sense of community in all areas of the City. The City will implement the following goals and policies for any new development or redevelopment within the City:

- The City will require that all public infrastructure and facilities, including roads, streets, trails, walkways, and community buildings be attractive public spaces and to set an example for all private property owners.
- Fillmore City has a unique history and heritage in the State of Utah. The City shall encourage that all future developments incorporate historical elements and amenities that reflect and contribute to the heritage of Fillmore. The City has established a Historic Preservation Commission to encourage and advise the City in preservation of historic structures and incorporating historic elements to enhance development within the City.
- The City shall establish and support a promotional campaign that informs and encourages both City residents and visitors to enjoy the varied recreational opportunities and amenities offered by the City and surrounding areas. The City will work with the City Economic Development Commission to identify strategies that promote Fillmore City. The City will also work cooperatively with County and State officials to promote Fillmore City as a tourist destination and encourage the full use of recreational facilities and amenities of the City and surrounding areas.

 RESIDENTIAL DEVELOPMENT

With an average of 3.0 persons per household and as a guide for residential land use decision making and building permit issuance; Fillmore could authorize the establishment of approximately 355 new residential dwelling units for the 30-year period 2000 – 2030.

- The City shall only approve new residential uses and subdivisions in areas consistent with the land use goal and Future Land Use Map by requiring that new development be located within the existing boundaries of the City and contiguous to existing residential development, where necessary infrastructure, facilities, and services already exists, or can be readily provided.
- The City shall regularly monitor and evaluate the need for revisions to the City's Land Use Ordinances to provide a mix of dwelling unit types and lot sizes within the City.
- All new residential developments, by the use of attractive subdivision layout, design, amenities, housing styles and architectural design, and other techniques shall be found to add to and strengthen the community character and image of Fillmore.

COMMERCIAL AND INDUSTRIAL DEVELOPMENT

- The City will encourage new commercial and industrial development to provide employment opportunities for residents as well as enhance the economic base of Fillmore.
- Coordinate with the Utah Department of Transportation and other Federal, State, and County agencies to provide convenient and safe property access from I-15, frontage roads, and Main Street for commercial and industrial developments.
- The City will establish a program to encourage and recognize commercial and industrial property owners who provide attractive and maintain well-kept properties.
- All areas zoned for commercial and industrial uses shall be consistent with the Future Land Use Map. The City shall consider the need for new commercial and industrial areas by balancing the need for such areas with the inventory of existing vacant commercial and industrially-zoned property.
- All commercial and industrial uses and activities shall provide site planning, design, and operational strategies and standards to minimize and mitigate any negative impacts to adjacent uses, the immediate area, and the City.



OPEN SPACE



- The City shall formulate an Open Space Plan that identifies connected and useable open space and trails system.
- The City shall implement and sponsor an annual tree planting program to encourage the beautification of the City.
- The City will adopt workable open space preservation, enhancement, and maintenance options and techniques for the protection and long term maintenance of open space areas located within the City.

NATURAL RESOURCES

- The City will map and preserve natural and sensitive environmental areas, important to the City, including, wetlands, drainage and flood areas, wildlife habitats, and water sheds.
- The City will adopt programs and development options that require water conservation and promote the use of renewable energy sources.
- The City will encourage and adopt conservation and recycling programs for residents and businesses.



PUBLIC SAFETY

- The City will identify and evaluate potential public safety hazards within the City, including vehicular and pedestrian hazards and identify necessary corrective actions, with the required funding and time schedule. The City will work cooperatively with the necessary County, State, and Federal agencies to solve and mitigate all public safety risks.
- All new developments will be required to provide the necessary site planning, design, and operational strategies and standards to maximize the safety of all City residents and property owners.
- The City will encourage meaningful public participation in all public decision-making.
- The City will foster public awareness and active involvement in crime prevention, social issues, and public safety that promotes Fillmore City as a safe and livable community.



TRANSPORTATION

- An Existing Roads and Streets Map is adopted and incorporated as a part of the Fillmore City General Plan, identifying the general location of all existing roads and streets.
- The current City street system is based on the original Plat of Zion which provides for unique street widths and provides a traditional grid pattern. Future roads and streets shall be found to be consistent with a traditional street widths and grid pattern, as reasonable. The City will continue to preserve the existing rights-of-way on all streets for future public uses.
- The City shall maintain open and ongoing communication and relationships with the Utah Department of Transportation (UDOT) to provide the necessary freeway and State road enhancements to add visual attractiveness and interest to the Interstate 15 and Main Street areas.
- The City shall adopt a capital improvements plan that includes priority lists, and funding options for enhancement of City roads to include street trees, landscaping enhancements, medians, lighting, and other beautification and safety elements.
- The City shall require necessary transportation improvements, including vehicular, pedestrian and biking enhancements, including adequate right-of-way dedications, sidewalks, street trees, lighting, and other transportation facility and safety enhancements, concurrent with all development approvals.

MODERATE INCOME HOUSING PLAN

INTRODUCTION

Utah laws required that each Utah municipality formulate and adopt a Moderate Income Housing Plan for the municipality, identifying the needs of moderate income housing, for the next five (5) years. (See Section 10-9a-103(25) and Section 10-9a-103(31), Utah Code Annotated, 1953, as amended). This Moderate Income Housing Plan, included as an element of the Fillmore City General Plan, is formulated and adopted as required by Utah law at Section 10-9a *et seq.*, Utah Code Annotated, 1953, as amended.

BACKGROUND

Prior to identifying the Moderate Income Housing needs of Fillmore City the following materials are provided as background information related to developing an understanding of prevailing Fillmore City housing characteristics. The information provided by the United States Census Bureau (“Census Bureau”) for the 2000 Census of Fillmore City is used extensively by this analysis. The 2000 Census information is used as this is the most reliable information from possibly the most credible and authoritative source.

a) FILLMORE CITY POPULATION:

Table 1 identifies the Fillmore City 2000 Population, as identified by the Census Bureau, and the Population Projections for 2010 and 2020, as provided by the State of Utah, Governor’s Office of Planning and Budget.

(retrieved at <http://governor.utah.gov/dea/projections/2008SubCountyProjections.xls>).

Table 1
FILLMORE CITY POPULATION

YEAR	POPULATION
2000	2,253
2006	2,204
2010	2,309
2020	2,809

Source: Census 2000 and State of Utah Governor’s Office of Planning and Budget

- Table 1 identifies that Fillmore City anticipates a City population increase of 556 residents for the period 2000 to 2020.

- The 2000 Census for Fillmore City also identifies that the number of residents per household unit is 2.74 residents (Census Bureau). With an anticipated population increase of 556 persons, Fillmore City anticipates providing an additional 202 household units for 2000 to 2020, or approximately 10 additional household units per year to accommodate the anticipated population increase 2000 to 2020. (This assumes that the number of residents per household will remain constant for the period 2000 to 2020).

b) INCOME AND HOUSING SUPPLY

The Census Bureau identifies that the Millard County Median Household Income (1999) was \$36,178. (Fillmore City is located in Millard County, Utah). As required by Utah laws (Section 10-9a-103[25]) and using the most recent Millard County Median Household Income for 1999 as provided by the Census Bureau, it is identified that the Moderate Income Housing for Fillmore City is housing that is available to those residents with a Household Income of \$28,942.00 (1999). While it is anticipated that there has been an increase in the Household Income since 1999, it is assumed by this analysis, absent Census Bureau information available, there has been a proportionate increase in housing value. This assumption would maintain the same proportion of moderate income housing availability that existed in 2000 to 2008 and beyond.

Table 2
FILLMORE CITY HOUSEHOLD INCOME 1999

INCOME	HOUSEHOLDS
Less than \$10,000	94
\$10,000 to \$14,999	62
\$15,000 to \$24,999	124
\$25,000 to \$34,999	146
\$35,000 to \$49,999	132
\$50,000 to \$74,999	112
\$75,000 to \$99,999	46
\$100,000 to 149,999	20
\$150,000 to \$199,999	2
\$200,000 or more	0

Source: Census 2000

- In 1999 Table 2 identifies that approximately 338 households had a household income equal to or less than eighty percent (80%) of the median gross income for Millard County.¹
- With the anticipated additional 556 residents and accompanying 202 new household units located in Fillmore City (2000 to 2020) it is anticipated that 83 of the new households will be occupied by households with an income equal to or less than the Millard County gross income.²

Table 3
FILLMORE CITY HOUSEHOLD UNITS

YEAR	HOUSING UNITS PERMITTED	TOTAL HOUSING UNITS
2000		823
2000	4	827
2001	4	831
2002	11	842
2003	9	851
2004	4	855
2005	12	867
2006	8	875
2007	8	883
2008	8	891

Source: Census 2000 and Fillmore City Building Permit Approvals

¹ Total households at, or below, the median gross income identified as those households identified by households with income less than \$24,999 and approximately 58 households within the \$25,000 to \$34,999 for a total of 338 households.

² Calculation of anticipated moderate income households determined using the proportion of moderate income households that existed in 1999/2000 or 338 households of total household units (823) that existed in 2000.

Table 4
FILLMORE CITY HOUSEHOLD UNITS BY OCCUPANCY

TYPE	2000	2008 Estimated (Distributed in proportion to 2000 Census)	2020 Projected (Distributed in proportion to 2000 Census)
Owner-Occupied	589	638	734
Renter-Occupied	143	155	178
Vacant	91	99	113
Total	823	891	1,025

Source: Census 2000

Table 5
OWNER – OCCUPIED HOUSING UNITS VALUE (2000)

VALUE	2000	2008 (Distributed in proportion to 2000 Census)
Less than \$50,000	55	60
\$50,000 to \$99,999	252	273
\$100,000 to \$149,999	148	160
\$150,000 to \$199,999	28	30
\$200,000 to \$299,999	20	22
\$300,000 to \$499,999	3	3
\$500,000 to \$999,999	0	0
\$1,000,000 or more	0	0
Total Owner-Occupied	506	548
Median Value	\$888,800	

Table 5 identifies the Owner – Occupied Housing Unit Values for Fillmore City in 2000 which identifies the Median Value of Owner – Occupied Housing Units as \$888,800 in 2000. Table 5 also identifies the estimated number of Owner – Occupied Housing Units, by Value, in Fillmore in 2008.

Table 6
RENTER – OCCUPIED HOUSING UNITS – RENT (2000)

GROSS RENT	2000
Less than \$200	19
\$200 to \$299	28
\$300 to \$499	59
\$500 to \$749	21
\$750 to \$999	3
\$1,000 to \$1,499	2
\$1,500 or more	0
No cash rent	15
Total Renter-Occupied	147
Median Rent	\$371

Table 6 identifies the Renter – Occupied Housing Unit rents for 2000.

MODERATE INCOME HOUSING NEEDS

Recognizing that it has been identified by this analysis that Fillmore City will require an additional 83 new households that will be available, either occupied by owners or renters, meeting the definition of residents with a moderate income.³

With the anticipated additional 556 residents and accompanying 202 new household units located in Fillmore City (2000 to 2020) it is anticipated that 83 of the new households will be occupied by households with an income equal to or less than the Millard County gross income. Table 7 now identifies the needs for moderate income housing for the period 2009 to 2020.

³ "Moderate income housing" means housing occupied or reserved for occupancy by households with a gross household income equal to or less than 80% of the median gross income for households of the same size in the county in which the city is located, Section 10-9a-103(23), Utah Code Annotated, 1953, as amended.

Table 7
FILLMORE CITY MODERATE INCOME HOUSING NEEDS

YEAR	TOTAL MODERATE HOUSING UNITS REQUIRED
2008	338
2009	339
2010	340
2011	342
2012	343
2013	344
2014	346
2015	347
2016	348
2017	350
2018	351
2019	352
2020	354

What Table 7 indicates is that Fillmore City is required to provide approximately 1.25 moderate income housing units for each year for the period 2008 to 2020.

a) SURVEY OF TOTAL RESIDENTIAL LAND USE

Fillmore City in 2009 provides significant areas, appropriately zoned and with proximity to necessary infrastructure and services, to meet the needs of moderate income housing for 2009 – 2014 (for the next five [5] years, as required by Section 10-9a *et. seq.*, Utah Code Annotated, 1953, as amended) and to 2020. In 2008 Fillmore City has available 312 vacant residential lots, immediately available for development, for residential uses, including the provision of moderate income housing.

b) EVALUATION OF EXISTING LAND USES AND ZONES AFFECT UPON OPPORTUNITIES FOR MODERATE INCOME HOUSING.

As identified in Section 4, Fillmore City provides an adequate supply of residentially-zoned property, eligible for the provision of moderate income housing. Fillmore City does not require any development standards, including minimum housing sizes that work to prohibit the provision of moderate income housing.

Fillmore City also provides a variety of housing styles, including single family, modular housing, mobile homes, duplex, and apartments to provide opportunities for moderate income housing.

c) FILLMORE CITY'S PROGRAM TO ENCOURAGE AN ADEQUATE SUPPLY OF MODERATE INCOME HOUSING.

Fillmore City has experience and a “track-record” of working cooperatively with local and state agencies to actively participate to provide moderate income housing within the City. As an example only in 2008, Fillmore City partnered with the Utah Housing Corporation and Six County Association of Governments (SCAOG) to construct three (3) CROWN Homes in Fillmore.

CROWN is 15-year lease-to-own Low Income Housing Tax Credit program provided by Utah Housing Corporation (UHC) to bring home ownership within reach of very low-income households while assisting local governments in revitalizing their neighborhoods. CROWN homes are built in a variety of neighborhoods that may include other single family homes, apartments, and planned unit developments (PUDs). The three (3) homes were completed in 2008 and are currently occupied.

Fillmore City will continue to monitor the demands for moderate income housing occurring in the City and its willingness to work cooperatively with other agencies to provide moderate income housing opportunities and supply for residents of the City.

MODERATE INCOME HOUSING GOALS & POLICIES

- Enforce the adopted Building Codes to maintain the integrity and value of existing housing units located within the City.
- Adequately maintain all necessary infrastructure and services required to support residential uses and activities occurring within the City.
- Continue to work cooperatively with Federal, State, and Local agencies with authority and responsibility to provide moderate income housing opportunities for residents of the City.
- Evaluate all revisions to the City’s land use and other ordinances for any negative and unintended negative effects on the provision of moderate income housing. Avoid any requirements and regulations that severely impact moderate income housing opportunities within the City.

