Resolution No. 06-14

A RESOLUTION OF BOX ELDER COUNTY, UTAH AMENDING THE BOX ELDER GENERAL PLAN BY ADOPTING THE SOUTH WILLARD COMMUNITY PLAN; AND PROVIDING THAT THIS RESOLUTION SHALL BECOME EFFECTIVE IMMEDIATELY UPON PUBLICATION AFTER FINAL PASSAGE.

WHEREAS, the Box Elder County Planning Commission, after notice and public hearing as required by State law, has prepared and approved a community plan for the South Willard Community Planning Area and recommended to the County Commission that the Box Elder General Plan be amended to include the South Willard Community Plan; and

WHEREAS, the County Commission, after notice and public hearing as required by State law, has determined that the proposed amendment to the Box Elder General Plan is in the best interest of the County.

NOW THEREFORE BE IT RESOLVED BY THE BOX ELDER COUNTY COMMISSION, that the Box Elder County General Plan is hereby amended by approving and adopting the South Willard Community Plan, as detailed in Exhibit A attached hereto and incorporated herein by reference.

BE IT FURTHER RESOLVED, that the amendment shall be effective immediately.

PASSED AND ADOPTED this 5th day of September, 2006.

Clark N. Davis, Chair Box Elder County Commission

Attest:

LuAnn Adams, Box Elder County Clerk

South Willard Community Plan

Recommendation from the Box Elder Planning Commission

September 5, 2006

Determination: Approve or not approve the resolution amending the Box Elder General Plan to Include the South Willard Community Plan

Background

In February 2005, the Planning Commission held a town meeting to introduce the idea of developing a community plan for the South Willard area. Following this meeting, the Planning Commission appointed a twelve person committee comprised of property owners within the South Willard area to develop a South Willard Community Plan. The individuals appointed were:

- Dale Barnett
- Jerry Cook (later resigned from the Committee)
- Ben Crook
- Kent Davis
- Matt Hansen (missed most meetings as he was involved in the New Orleans recovery effort)
- Jan Nielsen
- Brett Simpson
- Georgia Sullivan
- Cara Warren
- Mellonee Whiting
- Deby Wong
- Dale Zito

The Committee met every two weeks for a year and considered topics which include: transportation, parks, trails, sewer, water, storm water runoff and flood control, environmental concerns.

In order to get public input, the Committee (at the beginning of their process) delivered door-to-door a community survey which asked: What things do you value most about South Willard? What positive changes would you like to see in South Willard? What changes would you view as negative? What issues would you like

to see our committee address? Do you have any concerns or comments?

Taking the community's responses, the Committee then proceeded to develop the community plan. Many times, guest speakers were invited in to talk with the committee, e.g., Weber Pathways, South Willard Water Company representative, the Box Elder/Willard Flood Control District representative, etc.

Once the Committee had developed a draft of the community plan, they held a town meeting to present it. They invited residents to come to an open house where they could view the map and talk with community members, and then an hour later. they made a formal presentation highlighting the language in the plan. They also asked for comments or concerns.

The Box Elder Planning Commission met with the Committee and discussed their plan (April 11, 2006). The Commission then held a public hearing on April 26, 2006, after which they tabled the item requesting more information. At a later meeting, the Planning Commission unanimously voted to recommends the community plan the attached community plan for approval.

The Box Elder County Commission held a hearing regarding the South Willard Community on June 13th, took public input, and then table the item giving the South Willard Advisory Committee time to review their plan and make any changes to their recommendations given the public input.

South Willard Advisory Committee & Planning Commission recommendations

The South Willard Advisory Committee met on July 11th and reviewed the comments made at the public hearing. They felt much of the confusion at the public hearing was due to the "Planned Zone" being placed under the "Commercial" heading in the plan, when it should have been in the residential section.

The Committee recognized that there were some at the hearing that opposed the "planned zone" (cluster housing) in the residential zones are well, but the Committee felt very strongly that the cluster housing option should be part of the plan to provide a tool to keep as much open space as possible.

The Committee made minor changes in other areas of the plan (see the attached plan which shows the deletions and additions for your review). These changes have been reviewed by the Box Elder Planning Commission and they indicated the proposed changes be included in their recommendations to the County Commission as well.

Proposal before you at now

What is now before the County Commission is a resolution adopting the South Willard Community Plan as an amendment to the Box Elder County General Plan. The Plan and accompanying maps are attached to the resolution for your review.

Also attached is the South Willard Community Plan – Implementation Plan. The Advisory Committee was very aware of the services the County does and does not provide. This Implementation Plan puts in writing those items in the Plan which the Community must implement, and those that the County is already providing (e.g., planning and zoning services such as site plan review, review of rezoning petitions, etc.)

South Willard Community Plan

Zoning & the Zoning Map

• See map A: Zoning - No changes in zoning with adoption of this plan

Guidelines for the Future

Guidelines for the Future give guidance for changes which are to be considered in time. - These may be zoning districts, transportation arteries, trails, etc. which may be considered by the Planning Commission and County Commission sometime in the future when population growth warrants these services.

- If other zoning options besides those which appear in these guidelines or illustrated on the map are required, the plan will need to be amended.
- South Willard Community asks the Planning Commission to convene a planning Committee every five years to review the plan

Provide a Center Focus for the South Willard Community

- A gathering place envisioned as open spaces with parks (part of which would be a recreation area) where South Willard could hold community activities. There may be more than one gathering place within South Willard (e.g., schools, church) to pull everyone in the community together.
 - O A place where one can learn (e.g., a community library or university extension center) and to share what we are and who we have been
 - o If the open space is next to schools, the County should require adequate buffering (landscaping and/or berming), ensure the turning movements and traffic are separated between the two uses to have minimal impact (i.e., each use not conflict with the other), and require any lights from the open space activities not reflect on surrounding schools or residential uses.
 - o Tie the gathering place to the trail system
- Other ideas to explore to preserve our community identity
 - o Rename US 89 to reflect South Willard's history, such as Fruitway
 - Signage should reflect Fruitway's history
 - Monument signs indicating visitors and residents have arrived in South Willard – this sign should be at the north and south entries to include the entire community
 - o Street signs should reflect South Willard or Fruitway

o The Community Plan strongly supports local fruit stands as they are strong symbols of South Willard's heritage. At the same time, as these fruit stands disappear with time, it is important to and encourage the development of a Farmers' Market where locally produced crops/wares can be sold in a sustainable fashion.

Transportation

- Implement an effective road system as illustrated on the Map B
 - o Provide a north/south road on the east side of Union Pacific railbed (just east of I-15)
 - o Encourage a "buffer area" between US 89 and residential developments, such as landscaping and berms between the road and residential developments
 - Limit residential units facing directly onto US 89
 - o Work with Utah Department of Transportation to:
 - > Provide turning lanes, bus pullout lanes, bus shelters, and pathways on both sides of US 89
 - > Rework interchange on the southern end of South Willard
 - > As South Willard development extends west of I-15, work with UDOT to widen the underpasses at 7800 South and 8700 South
 - O Place "Caution" signs related to tractors/trailers to alert motorists of slow moving farm equipment. These signs not only make them aware of the possibility of such equipment, but also symbolizes South Willard's farming heritage which continues along this corridor.

Trail System - Map C

- The County should work with other entities to provide a system of trails within and through South Willard in these locations:
 - O A segment along the canal to connect the Bonneville Shoreline Trail from Weber County to Willard City (and ultimately to Cache County)
 - o The Union Pacific Bamberger railroad bed (just east of I-15)
 - The Union Pacific railroad bed given to Weber Pathways which runs along
 8700 South to 2000 West on the south end of South Willard, and which will

- connect to the north/south Union Pacific railroad easement (see above), and to the Bonneville Shoreline Trail east of US 89
- O A trail on the north end of South Willard to connect Bonneville Shoreline Trail to the Willard Bird Refuge
- Require developers to include the trail systems within their development projects (as delineated in the South Willard Community Plan). Wherever practicable or desirable, encourage developers to interlace trails within their developments which then will connect to the County trails.
- The South Willard Community should establish a non-profit trails organization (similar to Weber Pathways) by which the South Willard Community may acquire, build, and maintain the South Willard Trail System.

Parks

- Discuss with the Willard/Box Elder County Flood Control District the possibility of developing a large detention basin(s) within this Community as an area park(s).
- Discuss with area churches the possibility of adding parks (for community use) on their sites.
- Support the existing working trails and parks committee to research the steps to create a parks improvement district to build and maintain parks.

Schools

• A delegation of South Willard Community residents should approach the School District about acquiring sites for future schools.

Water

- Work with private water companies and Bear River Water Conservancy District to extend water to new South Willard developments to meet culinary water needs.
- Encourage water districts and water companies to require secondary water system for irrigation.
- As development occurs, require water loops to ensure adequate water pressure near and at the end of the water lines
- Support Bear River Conservancy District's efforts to monitor water flows to ensure that any existing wells will not be impacted by new developments.



Storm Water

- The South Willard Community Plan supports the efforts of the Box Elder/Willard City Special Drainage and Flood District to control the flood waters coming down the canyons, and the implementation of their storm water master plan.
- The Plan also supports the Box Elder/Willard City Special Drainage and Flood
 District's intent to charge impact fees to implement their master plan. In so doing,
 those who create the impacts, pay for enlarging the system rather than existing
 residents.

Sewer

- The South Willard Community Advisory Committee is concerned that a public hearing(s) be held before a Sewer Improvement District is established, so that the Community residents may receive information about where the sewer will be installed, its costs, any impact fees, and whether those now on septic tanks will be required to connect.
- It is the recommendation of the South Willard Community Advisory Committee that existing homes on septic tanks not be required to connect to a sewer line (whether within 300 feet or not), unless required to do so because of a "prevailing health problem" or because of Federal, State, or Health Department requirements.
- The South Willard Community should form a committee to explore options and learn the details of establishing a sewer improvement district to ensure the concerns of South Willard Community are represented well in the public hearings, and to seek representation on any board established to govern such a district. The Committee's reasoning is that in order for the community to consider a sewer system, they need more information than is currently available at this time.

Emergency Planning

- The South Willard Community supports the Box Elder Emergency Preparedness Plan and the County's efforts to implement it.
- As part of an Interlocal Agreement with Box Elder County, Willard City provides
 fire protection for the South Willard. The South Willard Community supports
 these efforts as well as Willard City's efforts to recruit South Willard residents for
 C.E.R.T. training. The Community also supports the efforts of the South Willard
 Water Company who provide adequate water pressure for our protection.

Future Zoning Options

• The Committee recommends these uses described below as appropriate for South Willard at this time and for the near future (next five years). In the future, the Committee realizes as the community needs change, the uses may need to be reviewed and uses be added to meet the desires of the community. That review of uses could come either from an advisory committee reviewing the whole plan (which is recommended previously in this plan) or someone testing it by submitting an application for a different use.

Residential

- Leave R-1-20 as is except where parcels fronting onto US 89 may be rezoned later as neighborhood commercial.
- Development of a "Planned Zone" for large subdivisions.
 - The South Willard Community Plan Advisory Committee recommends a new ordinance be developed (similar to the Daybreak ordinance in South Jordan) as it implements many of the elements that appear in this Community Plan. The Committee requests that they be allowed to have representatives on a committee to develop the ordinance, and the Committee as a whole be allowed to review the draft and comment.
 - This The intent of this zone which includes a cluster housing option would be developed is to ensure good design, eluster housing options to provide for greater open space, to design a road system which complies with the Plan's "Hierarchy of Road," and possibly to include a community center, neighborhood commercial (limited to US 89 see Neighborhood Commercial above), and other uses as defined by the ordinance. The cluster housing option, wherein housing units are allowed to be cluster while leaving more common open space for area use, is encouraged as a means of preserving as much open space as possible while maintaining the half acre density.
 - The ordinance also is envisioned to have multiple reviews by the County Planning Commission as the various layers of the development are designed. These layers might include:
 - A series of plans are prepared and submitted for approval. The purpose of this process is to clearly establish the development plans for property within the zone while recognizing the large-scale nature of the development and the need for integrated planning. Notices should be sent to the South Willard Community so they may attend and comment on the proposed plan.

Level Two - Community Structure Plan

Establishes the major infrastructure systems, the unifying systems for the development such as open space and transportation corridors, and provides locations of the more specific land uses. It also include major systems for the larger development such as major roadways, open space networks, general location of villages, towns, neighborhoods, parkways. Notices should be sent to the South Willard Community so they may attend and comment on the proposed plan.

Level Three – Master Subdivision Plan

Provides more detailed information regarding the proposed development of a multi-phased portion of the property and, when recorded, subdivides portions of the property into logical development units. These plans are similar to requirements of preliminary plat, but with less detail. Show major development parcel locations, open space system, major infrastructure associated with roadways.

- Level Four Project Plan/Preliminary Subdivision Plat
 All requirements of preliminary plat and many requirements of site-plan review and condominium map reviews processes, if applicable.
- Level Five Final Plat Approval
 Final plat and site plan

Commercial

- Develop a new neighborhood commercial (SW N-C) ordinance with the following purpose and uses:
 - Purpose: To provide areas in appropriate locations along Fruit Way (US 89) where individualized, small-scale convenience buying outlets may be established to serve surrounding residential neighborhoods. The regulations of this district would be designed to allow the development of various types of individualized, small-scale retail or service facilities which in character and scale are necessary to meet day-to-day needs of residents.

Permitted Uses

- The tilling of the soil, raising of crops, horticulture and gardening
- Fruit stands
- Mail services (store with services, not processing center)
- Apparel repair, alteration and cleaning pick-up services, shoe repair services, tailor
- Beauty and barber shops
- Libraries
- Parks, both general recreation, and leisure and ornamental

- Home occupations
- Public Buildings and facilities

Conditional Uses

- Art/cultural uses, e.g., Art Studios, Dance Studios
- Day care
- Eating places (consumed on premises)
- Garden supplies
- Photographic studio
- Professional health care offices
- Medical/dental offices
- Schools (commercial)
- Religious quarters
- Retirement homes, assisted care facilities, nursing homes
- Churches, synagogues and temples, welfare and Charitable services
- Recreation center (general)
- Planned Unit Developments
- Grocery Stores (not to exceed 20,000 square feet retail space)
- If the Willard interchange is redesigned by the Utah Department of Transportation in the future, commercial uses could be considered for that area.

Manufacturing

• Food Product District: Areas where manufacturing and warehousing are not producing objectionable effects may be established, maintained, and protected, and are designed to protect environmental quality of the district and adjacent areas. The FP zone is recommended south of Willard Canal to the County line and west of I-15.

Gravel Pits

- The Committee is aware that gravel pits are regulated by State law, and the County also has approved a conditional use permit (in the early 1990s) setting conditions of operations of these pits. Yet the noise and dust impact the community.
- The South Willard Community representatives should work with the gravel companies and the County to lessen the impact of truck traffic, dust, air quality, noise and light pollution. The Committee strongly recommends the County monitor and enforce the conditions of the Conditional Use Permit at all times (not just during business hours).

South Willard Community Plan Implementation

Community Plan Provision	Who Is the Implementing Body	When
A gathering place envisioned as open spaces with parks (part of which would be a recreation area) where South Willard could hold community activities.	 Community members will work with local officials (e.g., flood district, school district, churches) to outline opportunities to meet the goals of each body. 	As opportunities arise
activities. O A place where one can learn (e.g., a community library or university extension center) and to share what we are and who we have been	 Community members will work with local officials (e.g., flood district, school district, churches) to outline opportunities to meet the goals of each body. 	 As opportunities arise
o If the open space is next to schools, the County should require adequate buffering to ensure the turning movements and traffic are separated between the two uses to have minimal impact, and require any lights from the open space activities not reflect on surrounding schools or residential uses.	Box Elder County Planning Commission & County Commission	When reviewing proposals and in updating the Box Elder County Zoning Ordinance
o Tie the gathering place to the trail system	Community members will work with local officials to outline opportunities to meet the goals of each body.	Community members, and County (when reviewing proposals)

Other ideas to explore to preserve our community identity

- o Rename US 89 to reflect South Willard's history, such as Fruitway
- Signage should reflect Fruitway's history
- Monument signs indicating visitors and residents have arrived in South Willard
- Street signs should reflect South Willard or Fruitway
- We support local Fruit stands and encourage the development of a Farmers' Market where locally produced crops/wares can be sold in a sustainable.

- Community members and County approach UDOT to make the request
- Community
- Community members
- County
- Community working with local farmers

- Community & County
- As the citizens build consensus in the community as to what signage is needed & raise funds
- As new street signs are printed and installed
- Ongoing

Transportation Implement an effective road system Provide a north/south road on the east side of Union Pacific railbed (just east of I-15)	• County	Part of development review process
o Encourage a "buffer area" between US 89 and residential developments, such as landscaping and berms	• County	Part of development review process
o Limit residential units facing directly onto US 89	County	Part of development review process
 Work with Utah Department of Transportation to: Provide turning lanes, bus pullout lanes, bus shelters, and pathways on both sides of US 89 Rework interchange on the 	 County working with Utah Dept of Transportation 	Part of development review process
southern end of South Willard As South Willard development extends west of I-15, work with	Utah Dept of Transportation	In the future, could be as far out as 30 years
UDOT to widen the underpasses at 7800 South and 8700 South	County/ Utah Dept of Transportation	As development occurs west of I-15
o Place "Caution" signs related to tractors/trailers	County/Utah Dept of Transportation	In near future

Trail System

- The County should work with other entities to provide a system of trails in these locations:
 - A segment along the canal to connect the Bonneville Shoreline Trail from Weber County to Willard City
 - o The Union Pacific railroad bed (just east of I-15)
 - The Union Pacific railroad bed given to Weber Pathways which runs along 8700 South to 2000 West on the south end of South Willard
 - A trail on the north end of South Willard to connect Bonneville Shoreline Trail to the Willard Bird Refuge
- Require developers to include the trail systems within their development projects Encourage developers to interlace trails within their developments which then will connect to the County trails.
- Establish a non-profit trails organization by which the South Willard Community may acquire, build, and maintain the Trail System.

 Community groups are expected to take the lead on providing these trails by creating a non-profit organization to acquire land (which are needed for trails system but not within new developments), develop, and maintain the trails system. They will need to coordinate their efforts with the County.

 The County would implement the trail plan as part of subdivision and other development reviews. Ongoing during development review process

 A community group has been formed (i.e., SWOOP) and is beginning the research on how trails groups have organized for this purpose, as well as how to establish a non-profit organization.

Parks • Discuss with the Willard/Box Elder County Flood Control District the possibility of developing a large detention basin(s) within this Community as an area park(s).	Community members	This is in the beginning stages
Discuss with area churches the possibility of adding parks (for community use) on their sites.	Community members	As opportunities arise
Support the existing working trails and parks committee to research the steps to create a parks improvement district to build and maintain parks.	Community and County .	This is in the beginning stages
A delegation of South Willard Community residents should approach the School District about acquiring sites for future schools.	Community members	This is in the beginning stages

Community Plan Provision	Who is the implementing Body	When
Water		
 Work with private water companies and Bear River Water Conservancy District to extend water to new developments. 	County Planning Commission and Staff	As part of the development review process
 Encourage water districts and water companies to require secondary water system for irrigation. 	Water company and water district	As part of the development review process
 As development occurs, require water loops to ensure adequate water pressure near and at the end of the water lines 	Water company and water district	As part of the developmen review process
Support Bear River Conservancy District's efforts to monitor water flows to ensure that any existing wells will not be impacted by new developments.	Community members	Ongoing
Storm Water		
The South Willard Community Plan supports the efforts of the Box Elder/Willard City Special Drainage and Flood District to control the flood waters coming down the canyons, and the implementation of their storm water master plan.	Box Elder/Willard City Special Drainage and Flood District	Ongoing

	The Plan also supports the Box Elder/Willard City Special Drainage and Flood District's intent to charge impact fees to implement their master plan. In so doing, those who create the impacts, pay for enlarging the system rather than existing residents.	Box Elder/Willard City Special Drainage and Flood District		
•	Wer The South Willard Community Advisory Committee is concerned that a public hearing(s) be held before a Sewer Improvement District is established.	• County Commission	•	If or when a sewer district is proposed
	It is the recommendation that existing homes on septic tanks not be required to connect to a sewer line (whether within 300 feet or not), unless required to do so because of a "prevailing health problem" or because of Federal, State, or Health Department requirements.	County Commission	•	If or when a sewer district is proposed
	The South Willard Community should form a committee to explore options and learn the details of establishing a sewer improvement district to ensure the concerns of South Willard Community are represented well.	Community members	•	Fact-finding could begin anytime. More intense efforts would take place when a sewer district is being proposed.

Community Plan Provision	Who Is the Implementing Body	When
Emergency Planning		
The South Willard Community supports the Box Elder Emergency Preparedness Plan and the County's efforts to implement it.	County Staff	 Ongoing
Zoning		
• In the future, the Committee realizes as the community needs change, the uses may need to be reviewed and uses be added to meet the desires of the community. That review of uses could come either from an advisory committee reviewing the whole plan (which is recommended previously in this plan) or someone testing it by submitting an application for a different use.	County Planning Commission	• In five years
Residential		
Leave R-1-20 as is except where parcels fronting onto US 89 may be rezoned later as neighborhood commercial.	County Planning Commission	Ongoing

Commercial		
Develop a new neighborhood commercial (SW N-C) ordinance	County Planning Commission	• Immediately
Planned Zone • Development of a "Planned Zone" for large subdivisions.	County Planning Commission	Begin to develop immediately
Involve representatives from the SW Advisory Committee in reviewing any proposed ordinance	County Planning Commission	

South Willard Community Planning Advisory Committee Meeting notes of July 11, 2006

Members present: Dale Barnett, Ben Crook, Kent Davis, Jan Nielsen, Georgia Sullivan, Brett Simpson, Cara Warren, Dale Zito

Excused: Matt Hansen, Debie Wong,

The Committee discussed the comments received at the Box Elder County Commission public hearing on the South Willard Community Plan.

Sewer

Sewer laterals to line in street, natural fall, run sewer line through septic tank; minimum septic tank. Surpervise and dry pipe does it connect to sewer all over the county. After a while, Dale Barnett made the motion, seconded by Jan Nielsen, to move on without out changing the wording in the plan

Cluster Housing

There was a long discussion on whether the wording in the community plan clearly represented what the committee was trying to express. Pat was directed to add a definition of what cluster housing is.

The Committee understood the confusion of the public as the way the cluster development was placed in the "Commercial" section rather than in the "residential" section, giving the public the idea that major commercial developments were being encouraged. Pat was directed to transfer these paragraphs to the "residential" section.

Farmers' Market

The Committee discussed this paragraph and felt that there was confusion with this paragraph, giving the impression that the Farmers' Market was a new use competing with existing fruit stands. The wording has been changed to say, The Community Plan strongly supports local fruit stands as they are strong symbols of South Willard's heritage. At the same time, as these fruit stands disappear with time, it is important to encourage the development of a Farmers' Market where locally produced crops/wares can be sold in a sustainable fashion.

Planning Commission Comments

Committee members commented that they were disappointed with the some of the comments made by the Planning Commission and County Commissioner Davis. It seemed that they were so concerned about pushing South Willard toward incorporating that they did not really discuss the community ideas with the Advisory Committee. Pat indicated that there was a misunderstanding that the community plan was asking for services which the County does not provide (e.g., parks). Pat took responsibility for this confusion because the "Implementation Plan" came to the Commission just before the meeting and the Planning Commissioners did not have time to read and absorb it. Once they did read it (after that meeting), they were comfortable in recommending the plan adoption.

She also indicated that the Commission Chairman Richard Kimber was sincere in his comment on several occasions that the Commission appreciated the time, effort, and thought which went into the South Willard plan.

She suggested that we all just chalk this up to a misunderstanding and move on. The Committee agreed.







