

South Weber City General Plan Update 2020

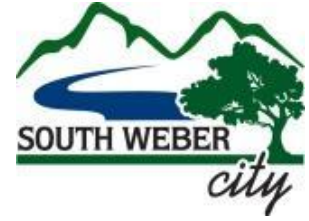


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INTRODUCTION

South Weber City has experienced rapid growth and continues to transform from primarily an agricultural community to a residential community. Included in this growth is the first significant commercial development in decades. Along with this, the development community continues to press for higher density housing in residential areas. This growth, both residential and commercial, along with the loss of agricultural areas, continues to change the character of the City.

South Weber City recognizes the need to regularly reevaluate its planning documents, and to respond to current issues and trends. The City updated the General Plan in 1996, 2001, 2006, 2007, 2010, and in 2014. In 2019, the City Council tasked the Planning Commission to once again review and recommend updates of the General Plan. During this most recent update, city leaders and staff strived to obtain citizen input and to incorporate feedback into this update of the General Plan as possible.

As with previous updates, this version of the General Plan builds upon and enhances previous plans by incorporating contemporary data and current thinking. By nature, the General Plan is a living document, subject to revision and change with the intention to guide planning efforts now and into the future.

MASTER GOAL

Appropriately managing growth is a key focus of this plan. Between 1980 and 1990 South Weber's population increased by 82 percent, growing from 1,575 residents to 2,863. The next decade, the 1990s, saw a 49 percent increase, bringing the total population in 2000 to 4,260. The 2000s saw the population grow to 6,145 by 2010. The 2017 estimates place the population of the City at 7,310 residents. This growth has resulted in major changes to the character of the City. A primary goal of the City is to maintain a portion of its historic rural character, while acknowledging that agriculture plays a minimal role in the current and future economic base of the community.

Even though the character of the community is changing, South Weber's geographic location buffers the community from surrounding urban areas. Nestled in the Weber River drainage basin, the community is separated from neighboring cities by I-84 and the Weber River to the north, high bluffs to the south, the Wasatch Mountains to the east and a narrow band of land between the freeway and the bluff to the west. This geography gives the community a distinct advantage in maintaining a clear identity as it continues to grow. Though the City still has area that can sustain growth, the City will likely remain a small, distinct community.

As the City continues to grow, South Weber should vigorously pursue the retention of the small-town charm that is its hallmark. City officials, staff, and residents should work to maintain a safe and neighborly environment and promote a network of trails and bike paths for the good of its residents. Located at the mouth of Weber Canyon, South Weber is positioned to be a gateway to Northern Utah recreation. This provides the City opportunities to capitalize on local recreational activities. The City should seek ways to promote itself as the **Gateway to Northern Utah Recreation**.

The City should frequently consult the principles contained in the Wasatch Choices 2050 plan as adopted by the Wasatch Front Regional Council. This can be found at www.envisionutah.org.

SECTION 1: CITIZEN INVOLVEMENT

Participation and input from residents are important to ensure a General Plan that reflects the attitudes and desires of city residents. For this document to be an effective planning tool, the public needs an opportunity to provide feedback on the proposed contents prior to adoption.

To facilitate this, after the Planning Commission prepared a first draft through a series of meetings in 2019 (February 21, March 14, April 25, May 9, May 23, June 13, July 11, August 8, and August 22), the City made the first draft available online from September 1 to October 11, 2019 where residents could view the draft and provide feedback. The City held two open houses to allow residents and property owners the opportunity to see detailed maps; ask questions of City Staff, Planning Commissioners, and City Council Members; and submit written comments (October 2/3, 2019 and June 24/25, 2020). Additionally, residents were invited to several public joint work meetings of the Planning Commission and City Council where the General Plan was the only agenda item (2019 – October 22, November 12, December 3; 2020 – February 18 and March 24). The City collected, organized, and incorporated the community input into a revised draft which was also published online and open for comment from June 15 to June 30, 2020. Other Planning Commission or City Council meetings in 2020 where the General Plan was discussed include April 28 (Council), July 14 (Planning), September 10 (Planning), and October 27 (Council). Prior to its adoption, the General Plan was the topic of an official public hearing held before the Planning Commission on October 8, 2020.

SECTION 2: EXISTING ENVIRONMENT

It is important to analyze the existing characteristics of the community — land use, population, development limitations, and opportunities — when undertaking any planning effort. By obtaining a full understanding of the current South Weber community, we can better understand and prepare for its future.

LAND USE:

Historically an agricultural area, South Weber has transformed into a predominantly residential community. Agricultural land that once provided the rural small-town character is being developed, primarily into housing. The community is shifting away from preserving agricultural land to ensuring there is enough open space for adequate recreational opportunities. Additionally, there is a focus to promote South Weber as a gateway to many outdoor recreational opportunities, with specific attention given to Weber Canyon and the Weber River.

South Weber has seen its first commercial development in many years. These commercial enterprises provide much-needed services to residents. There are a few industrial type land uses, primarily the sand and gravel mining operations in the northeastern area of the City. A few construction companies, self-storage complexes, and one significant manufacturing business add to the South Weber economy. The gravel pits are a source of constant frustration to adjacent residents due to fugitive dust. However, the City has worked with the Staker-Parsons gravel pit operators to significantly lessen nuisances caused by its operations. It is believed these measures are reducing negative impacts to neighboring properties. There is indication that one gravel pit may be nearing the end of its production as a mining operation.

The City is also home to several institutional uses including four churches, a recreation center, an elementary school (comprised of two main buildings and multiple modular classrooms), a charter school, a fire station, and a city administration building. One institutional use that impacts the City is the Weber Basin Job Corp whose campus neighbors the City to the east just outside the City boundary. Five developed neighborhood style parks, an outdoor equestrian arena (known locally as the Posse Grounds), and a 4 ½ mile section of the Weber River Trail comprise the major developed recreational uses.

POPULATION:

One of the major factors contributing to changes in the community is increased population. As population rises so does the amount of land devoted to residential use. The demand for municipal services, i.e., police, fire, water, sewer, etc. increases, thus creating a strain on city resources. It is impossible to predict changes in the population,

but we can get an idea of the final buildout population through making some reasonable projections by analyzing past growth.

As of January 7, 2020, new population projections were generated for South Weber City based on population estimates by the U.S. Census Bureau and the University of Utah Gardner Policy Institute for 2017. At the end of 2017, South Weber had **1,878 lots or dwelling units**. Add to that the number of residential lots/units approved since 2017, plus the **382 lots or dwellings** that applied for approval or that presented concept plans as of January 7, 2020, and the current **total existing, approved, or proposed dwelling units is 2,260**.

If we assume that most vacant land remaining in the City will be developed, with limitations on some land, it is possible to estimate the potential population growth of South Weber. An analysis of vacant/developable lands determined the total area in each residential density category and the number of dwelling units (D.U.) each could generate. For each density category the total number of acres of vacant land was decreased by 10 percent to allow for inefficiencies in platting of lots and odd-shaped parcels which may result in fewer lots than the zone allows. The analysis follows:

1. 7.04 ac. in Very Low Density – 10% = $6.34 \times .90$ D.U./ac. = 5 D.U.
2. 45.46 ac. in Low Density – 10% = 40.91×1.45 D.U./ac. = 59 D.U.
3. 207.46 ac. in Low-Moderate Density – 10% = 186.71×1.85 D.U./ac. = 345 D.U.
4. 193.68 ac. in Moderate Density – 10% = 174.31×2.8 D.U./ac. = 488 D.U.
5. 16.88 ac. in Residential Patio – 10% = 15.19×4 D.U./ac. = 60 D.U.
6. 4.34 ac. in Multi-Family – 10% = 3.91×7 D.U./ac. = 27 D.U.
7. 2.91 ac. in potential Mixed-Use x 25 D.U./ac. = 72 D.U.

Total Dwelling Units on Vacant Land = 1,056 D.U.

Add 2,260 existing and approved dwellings with 1,056 potential dwelling units on vacant land and arrive at a potential build-out dwelling unit count of 3,316. The most recent persons per household number for South Weber is 3.89 based on Gardner Policy Institute and 2017 U.S. Census estimates. Multiply that by the build-out dwelling unit count and you arrive at a **build-out population of 12,900**. At an average growth rate of 3 percent per year, build out will take approximately 20 years.

ENVIRONMENTAL CONDITIONS:

There are several known natural and human caused environmental hazards in South Weber. Natural hazards include earthquakes, fire, high wind, flooding, and landslides. Human caused hazards are associated with the two gravel pits, the Davis and Weber Counties Canal that runs the entire length of the City from the east end to the west end with potential for flooding. Aircraft noise, accident potential, and toxic waste disposal sites all originate from Hill Air Force Base, which borders the City on its south side to the west. Proximity to US-89 and I-84 provide an increased risk as personal and commercial traffic increases.

It is critical that any environmental hazards are mitigated on properties where they exist prior to development. It is recommended that any proposed development within the areas identified on the Sensitive Lands Map #5 be required to mitigate potential environmental hazards in accordance with the Sensitive Lands Ordinance (Ord. 10-14). If this is not possible or feasible, some types of development may not be permitted.

EARTHQUAKES: The Wasatch Fault runs through the east end of the City in an area envisioned for future annexation. The fault is not a single fissure in the earth's surface, but a series of several faults running in a north/south direction. So far as these fault lines have been identified, they are mostly located in fields and affect very few existing structures directly. The Weber Basin Job Corp is the only development known to have fault lines running through it.

As development pressure increases for the area between US-89 and the mountains to the east, it will be imperative to locate any future structures away from these fault lines. If/when an earthquake occurs, liquefaction is also a potential hazard in areas where high groundwater is present.

FLOODING: The Federal Emergency Management Agency (FEMA) has identified the Weber River, the northern border of South Weber, as a potential flood source to low-lying lands adjacent to the river. Notwithstanding several dams along its course the river can still flood due to melting of a high snowpack that may exceed the capacity of the reservoirs. Localized heavy rain or landslides which could dam the river may also cause flooding. Additionally, upstream dam failure has the potential to cause sequential dam failures that could result in a significant flooding event for the City. FEMA has produced Flood Insurance Rate Maps (FIRM) which identify potential flood areas. FEMA does not identify any other potential flood source.

As development occurs, additional hard surfacing creates the potential for localized flooding resulting from heavy rain and excessive snow melt. It is recommended the City continue to maintain its Capital Facilities Plan related to storm water flood control facilities (both existing and future) and review and update the plan regularly.

LAND SLIDES: South Weber City is in a river valley formed in ancient times as the Weber River cut through an alluvial fan deposited by the receding Lake Bonneville which once covered the entire region. Steep banks formed on both sides of the river as it cut through the alluvial fan. The bluff on the south side runs the entire length of the City. Geologists have identified this area as a very high risk for potential landslides.¹² Ample evidence exist of both ancient and more recent slope failure along this bluff. It is important to analyze the feasibility of any development proposed on or near this bluff.

WETLANDS: There are several areas of wetlands and suspected wetlands within South Weber, most of which lies along the Weber River. These wetlands include sandbars, meadows, swamps, ditches, marshes, and low spots that are periodically wet. They usually have wet soil, water, and marshy vegetation for a period or year-round. Open space is also characteristic of wetlands.

All wetlands are considered sensitive lands. Therefore, any development occurring on suspected or verified wetlands are required to comply with the permitting process of the Army Corps of Engineers.

HIGH WIND: High winds blow consistently out of the Weber Canyon contributing to fugitive debris from the gravel pits. The design standards in high wind areas of the City must account for the velocity of wind from the canyon.

FIRE: The City is nearly surrounded by wildland, creating large areas of wildland/urban interface. This creates a high fire hazard requiring building codes to employ wildland-urban interface standards. The City should encourage developers and residents to follow Utah state guidelines for hazard mitigation in the wildland-urban interface.

STEEP SLOPES: Steep slopes are found along the south bench of the City, the foothill area of the Wasatch Mountains on the east side of the City, and at other locations throughout the City. These slopes should be considered fragile from a development standpoint and developers must comply with the Sensitive Lands Ordinance (Ord 10-14). Building roads and subdivisions within these areas can cause environmental damage, destabilize hillsides, and create a hillside scar/eyesore resulting from needed cuts and/or fills to make the property developable. Stripping the land of vegetation may significantly increase erosion and potential flooding if mitigation efforts are not applied. These areas are important habitat for wildlife, including high-value deer winter range. These areas also represent a significant fire hazard to structures which might be tucked within the heavy vegetation located on or along steep slopes. These steep foothills provide an important view shed for residents and those traveling through the local area. The mountains are a prominent feature of the landscape and any excessive

¹ Landslide Hazard Map by Mike Lowe, Davis County Geologist, 1989 Geologic Hazard Map by Bruce N. Kaliser, U.G.M.S., 1976

² Geologic Hazards Reconnaissance, South Weber Reservoir #4, Mr. Jay Yahne, P.E., Western GeoLogic, LLC.

development or other adverse impacts will likely reduce the community's overall quality of life.

GRAVEL PITS: Two large gravel mining operations are located on the east end of South Weber. The Staker Parson pit adjacent to and west of US-89 and north of South Weber Drive, and the Geneva pit adjacent to and east of US-89 between the Weber River and Cornia Drive. These gravel mining operations create potential hazards due to the dust and sand that blows out of them due to the strong winds from Weber Canyon. The dust can be hazardous to breathe and creates a nuisance as it is deposited downwind in the residential neighborhoods west of the pits. The City should continue their collaboration with the operators to minimize the fugitive dust.

These mining operations have a limited lifespan due to depletion of the resource, although recycling of concrete and asphalt may extend those operations. Rehabilitating the gravel pits' steep slopes and disturbed soils, and mitigating any remaining hazardous conditions, are critical issues that must be addressed before their operations terminate.

There has been a considerable speculation that the pits might become recreational lakes when mining operations cease. Though an attractive idea, it is not feasible.³

I-84/US-89 HIGHWAYS: Two major highways traverse the City. Due to their proximity to homes and businesses, the transportation of various of goods and materials create the potential for accidents, spills, and hazardous material incidents. Both highways contribute to potential economic development in South Weber.

DAVIS AND WEBER COUNTIES CANAL: The canal traverses the length of the City from east to west through residential neighborhoods, open lands, and hillsides. The open nature of sections of the canal present a potential danger if the water were to flood into the City or contribute to slope instability and slides. Deterioration of the canal may pose a hazard and lead to a canal break, like that which occurred in Riverdale in 1999 along the same canal.

NOISE HAZARDS: Hill Air Force Base (HAFB) is located directly southwest of the City at the top of the bluff previously discussed. At times, aircraft flying over South Weber cause significantly increased levels of noise. In its Air Installation Compatible Use Zone (AICUZ) report, the Air Force designates specific zones where noise may cause a negative impact to the quality of life. These noise zones are produced by a computer model which takes many variables into account, including the types of aircraft, flight paths, frequency, and time of flights. These noise zones are 65-70 Ldn, 70-75 Ldn, 75-80 Ldn, 80-85 Ldn and 85+ Ldn. Ldn is a unit of noise measurement roughly equivalent

³ "Feasibility Study for the Parsons Pit ASR and Recreation Facility", September 2014, prepared for Weber Basin Water Conservancy District by Bowen Collins & Associates, Inc.

to decibels, but with other weighted factors considered. The most recent official AICUZ report was published in 1993. A Department of Defense (DOD) contract updated the noise contours in 2006. With the recent arrival and operations of F-35 aircraft (78 planes by 2019), a new AICUZ study is under development. Preliminary noise modeling indicates a dramatic reduction in the noise impact to South Weber. This is not a result of a reduction in actual aircraft noise, but due to the use of a new computer model. The F-35s are noisier than the F-16 previously stationed at the base. Despite the initial results, feedback from residents indicate an increase in aircraft noise since the arrival of the F-35.

This creates a dilemma for the City. The noise zone has significantly affected land use planning for the past 40 years. Previous studies indicate a major portion of the City lay within the 75 Ldn noise contour, the threshold noise zone for restricting land uses. If the preliminary noise modeling is adopted as part of the Official AICUZ report, it will show essentially no area in the City is negatively impacted by noise from HAFB aircraft. Yet, during the mid-1990s, the State of Utah purchased easements on most of the properties within the 75 Ldn noise zone which significantly limits development on those properties. These easements will remain in place even if the preliminary noise modeling becomes official and the modeled noise impact to South Weber is largely eliminated. These easements will continue to affect land use planning, much more so than the modeled noise zones.

As technology advances, it is anticipated that the types of aircraft stationed at HAFB will change as the current aircraft are phased out. The recommended course of action is to continue to utilize the noise zones that are currently adopted and upon which our historical land use planning has relied. This will protect the residents of South Weber from undue noise impacts and will help support the mission of HAFB, a very important part of the local economy. It is recommended that no residential development be allowed within the 75+ Ldn noise zone as currently adopted even should the noise zones officially change in the future.

ACCIDENT POTENTIAL: The same AICUZ study discussed above designates "Crash Zones" and "Accident Potential Zones" within the City limits. The Crash Zone is the area immediately off the north end of the runway. The Accident Potential Zones (APZ) extend northward along the flight path. The APZ 1, adjacent to the Crash Zone on the north end of Hill's runway, overlays the very west end of South Weber.

Careful consideration should be given to any development proposals in this area. Residential development in this area should be prohibited. Agriculture and open space are encouraged in these zones as much as possible.

HILL AIR FORCE BASE ENVIRONMENTAL IMPACT: Isolated areas of shallow groundwater and surface water in the southwest portion of South Weber are contaminated with low levels of various chemicals from former activities at HAFB. The

areas affected are known as Operable Units (OUs) 1, 2, and 4, and are shown on plume maps provided from HAFB.

Since the early 1990s, the area has been closely monitored as part of the federal Superfund (or CERCLA) program. HAFB continuously monitors OUs 1, 2, and 4 for hazardous chemical concentrations, and applies remediation technologies where appropriate or possible.

Since many contaminants evaporate easily [Volatile Organic Compounds (VOCs)], the chemicals can migrate into basements and other overlying structures in the affected areas. Drinking water is not contaminated.

Areas of known contamination are identified using plume maps (See Sensitive Lands Map #5). When using these maps, it is important to note that plume boundaries are inexact and are based on available data. The plume images illustrate the maximum extent of groundwater contamination that is above the clean-up level imposed by the regulatory Superfund process for the most widespread contaminant.

Planners, developers, property owners, and residents can obtain additional information from the following:

- ☐ HAFB Restoration Advisory Board, www.hillrab.org
- ☐ HAFB Environmental Restoration Branch, (801) 777-6919
- ☐ State of Utah, Department of Environmental Quality, (801) 536-4100

Development in contaminated areas should be conducted in a manner that minimizes chemical exposure. Building requirements could include prohibiting basements, requiring field drains, adding vapor removal systems, etc. Builders should be aware of alternate building standards to mitigate potential hazards from vapor or ground water contaminates. Those living or planning to live within, or near, the areas of contamination need to familiarize themselves with this information, be aware of possible issues and associated health problems, and be accountable for their own health and safety after studying all the available records.

SECTION 3: LAND USE GOALS AND PROJECTIONS

This section discusses the various recognized major land use categories and other important factors that may affect the future of South Weber. Citizen recommendations and sound planning principles are integrated with physical and cultural constraints to project the most beneficial uses for the community. In most cases, these recommendations are general in nature and will be subject to refinement by the City as proposed changes in land use or zoning are made.

Projected Land Use Map #1 shows specific locations and information concerning projected land uses. Please note, there is no date at which time these projections could be realized. Many variables make it difficult to predict future use.

(See Projected Land Use Map #1 for more detail on the recommendations of this Section.)

AGRICULTURE, RURAL CHARACTER AND OPEN SPACE:

Agriculture is still important to the community, but perhaps in a different way than it was historically. Agriculture will always be a welcome part of the community. If agricultural use significantly declines, other means must be used to preserve open space to continue providing the rural feel of the community. The City should take measures to protect existing agricultural practices by not enacting restrictions on its use due to encroaching residential uses.

A goal of the City and community is to keep the rural feel of South Weber. One challenge with this is the remaining agricultural lands are privately owned. A landowner's prerogative may differ with the community's goal. In South Weber and surrounding areas, high land values deter agricultural uses. Children and grandchildren of agriculture-based families are primarily seeking careers outside of agriculture. As a result, aging farm owners have no one to take over farm operations upon retirement. It is difficult to preserve farmland except by extraordinary means, such as government purchase of the agricultural lands for preservation purposes. This is not a realistic option to preserve farmland in South Weber. The City should examine creating incentives for landowners/developers to preserve key pieces of open space to preserve the desired rural feel of the community.

Natural open space is also an important asset to the community. For the purposes of this plan, open space is defined as undeveloped land with few or no structures and allows residents to move about or view large outdoor areas, to experience nature, to recreate in a safe and peaceful outdoor setting, or which can be used for organized recreational activities. (See Recreation Section for more on this subject). Some of the valued open spaces within South Weber are the Weber River corridor, wooded and open areas along I-84, the steep hillsides above and below the Davis and Weber

Counties Canal, and the steep and wooded hillsides on the east side of the City adjacent to forest lands.

Since it is beyond the City's resources to purchase property to maintain a rural character or preserve open space, other methods should be used. The City should make every effort not to interfere with, or allow adjacent land uses to inhibit, ongoing agricultural pursuits and should consider annexing hillside property adjacent to current city boundaries and consider incentives to develop properties with large amounts of open space, specifically available for public use.

RESIDENTIAL:

The existing residential development trend in South Weber is largely single-family units. In recent years, the City has seen a few multi-family developments built. This trend of mostly single-family residential development on moderate size lots is an acceptable and desirable trend to maintain, provided that some areas of open space are preserved. It is advantageous to encourage variety in lot size and housing types to allow the City to accommodate residents of all ages, lifestyles, and income levels.

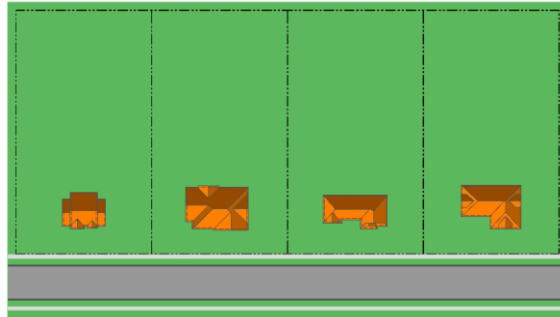
Multi-family residential areas should be spread out as much as practical to minimize any associated impacts in any given area. Multi-family residential areas should be located where they have direct access to collector or arterial roads. These multi-family residential areas could be acceptable if adequate protections or buffers to nearby lower density housing are included in the development.

It is important to reserve adequate space for moderate income housing which in the current market will take the form of multi-family residential areas (See most recently adopted Moderate Income Housing Plan on City website).

The following are graphical representations of the current densities allowed in residential zones. *For comparison purposes, the block of land represented in each of the following graphics is 5 acres.*

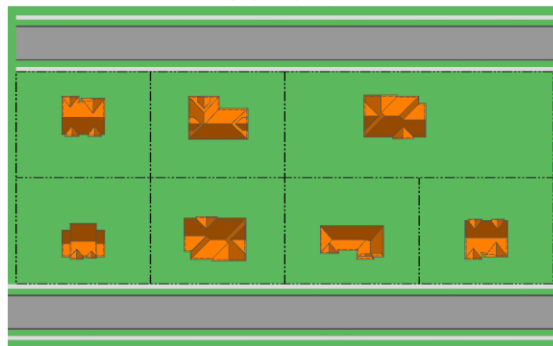
1. Very Low Density allows 0.90 dwelling units per gross acre⁴ or less.

VERY LOW DENSITY RESIDENTIAL
(AGRICULTURAL ZONE)
0.9 UNITS/ACRE



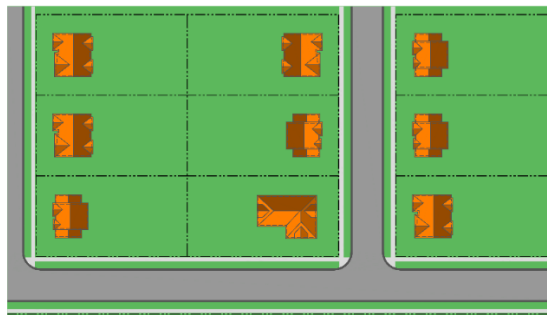
2. Low Density allows 0.91 to 1.45 dwelling units per gross acre.

LOW DENSITY RESIDENTIAL (R-L)
1.45 UNITS/ACRE



3. Low-Moderate Density allows 1.46 to 1.85 dwelling units per gross acre.

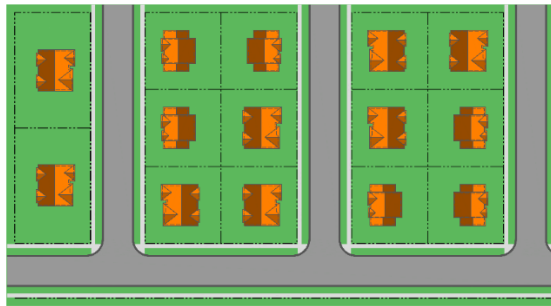
LOW MODERATE DENSITY RESIDENTIAL
1.85 UNITS/ACRE



⁴ Gross acreage is defined as all property within a defined area including lots, streets, parking areas, open space, and recreational uses. For the purposes of calculating new development densities, all area within the development boundaries will be included.

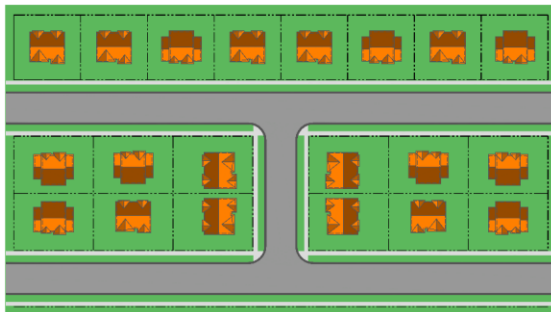
4. Moderate Density allows 1.86 to 2.8 dwelling units per gross acre.

MODERATE DENSITY RESIDENTIAL
2.8 UNITS/ACRE



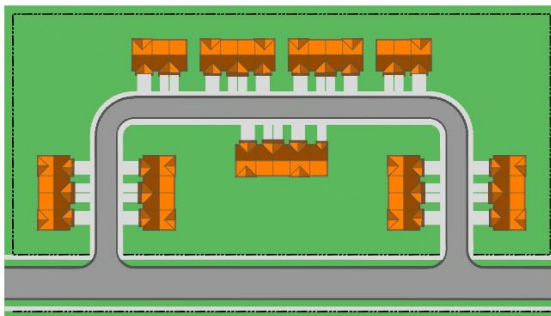
5. Residential Patio allows 2.81 to 4.0 dwelling units per gross acre.

RESIDENTIAL PATIO
4 UNITS/ACRE



6. Multi-Family allows 4.1 to 7.0 dwelling units per gross acre.

MULTI-FAMILY RESIDENTIAL (7 UNITS/ACRE)
35 TOWNHOMES WITH SMALLER PRIVATE STREETS



These dwelling densities have been incorporated into the color-coded Projected Land Use Map (Map #2). These recommended densities are intended as a guide for the given colored area. Zoning requests or development approval requests for lower densities than that recommended are always acceptable in terms of their density. Densities greater than those contained on the Projected Land Use Map may be granted in

exchange for such amenities as trails, buffers, etc., as deemed in the best interest of the City. The Zoning Ordinance has been structured so that a specific residential zone corresponds with each of the density categories and the maximum density allowed within that zone falls within the range described above.

MODERATE INCOME HOUSING:

See the most recently adopted South Weber Moderate Income Housing Plan on the City website at www.southwebercity.com.

INDUSTRIAL:

Current industrial uses are limited to gravel pits, a few areas near the gravel pits, and a few businesses scattered throughout the community. As previously noted, the mining operations have some negative impacts to the community. We also acknowledge that the pits also provide a substantial monetary benefit to the community and that resources extracted by the gravel pits are important to the health and growth of the areas in and around South Weber.

It is recommended the industrial area currently located on Cornia Drive be designated as such and expanded to both sides of the road.

COMMERCIAL:

Existing commercial developments are limited to a few businesses near the South Weber Drive/US-89 interchange. Previous businesses in the center of town are out of business.

For the convenience to residents and the financial health of the City, it is recommended that appropriate commercial development is encouraged. The area in the vicinity of the US-89/South Weber Drive interchange is the primary area designated for commercial development, thus limiting commercial impacts to residents of the area. The City should protect the land near the interchange for future commercial developments. The City has designated all the land shown on the Projected Land Use Map in the vicinity of the US-89/South Weber Drive interchange as Commercial Highway zone to encourage commercial development there. All retail type and uses that provide locally needed goods and services should be encouraged.

Other commercial development(s) should also be supported in the vicinity of the I-84/Old Fort Road interchange. Development of this area should be done in a manner that does not negatively impact surrounding neighborhoods.

Care should be given to any commercial development adjacent to a residential or planned residential area. A buffer between the two land uses that reduces the negative impacts of the commercial development is strongly encouraged.

Design standards for commercial development exist to ensure compatibility and a sense of community among various potential commercial enterprises.

RECREATION:

South Weber City currently maintains recreational facilities at the following areas: Byram Estates Holding Pond, Canyon Meadows, Cedar Cove, Central Park, Cherry Farms, Nathan Tyler Looch Memorial, and the Posse Grounds. The City also has several grassed detention basins that function as park space.

Additional development of recreational spaces should be included in budgets and parks improvement plans, before new parks are developed. The City should continue to use grassed detention basins as park space as they are created with additional development.

The presence of the Weber River on the north boundary of the City presents an opportunity for a river recreation corridor reaching into Weber County. The Wasatch National Forest to the east of town presents abundant recreation possibilities that are important to residents of South Weber and many others.

The Trails Foundation of Northern Utah, a private non-profit organization, has been very active in securing access rights and in constructing the Weber River Parkway Trail. South Weber should work closely with them and others in securing additional access, extending the trail, and improving and maintaining existing facilities. The river corridor should be protected as an important recreational resource in South Weber and as valuable wildlife habitat.

As development along the east bench area occurs, the City should ensure public access to the National Forest. The forest provides hunting, hiking, mountain biking, and nature appreciation opportunities different from other recreation sites. It is critical to maintain access to these public lands.

South Weber can become a more bicycle friendly community. The City should consider areas to create bicycle lanes. The possibility of a bicycle path along the Davis and Weber Counties Canal should be explored.

Improved access to Cherry Farms Park should be accomplished via a pedestrian bridge across the canal connecting the 2020 East holding pond to Cherry Farms Park.

The Projected Land Use Map (Map #1) shows recommended locations for recreational use due to existing or projected residential growth in the area. There may be other areas suitable for recreational uses which are not designated on the map. Designation of a property in the recreational category is not meant to limit the use of the property exclusively to recreational use but is indicative of a recreational resource to protect.

INSTITUTIONAL:

The only current institutional uses in South Weber are schools and churches. South Weber Elementary School and Highmark Charter School are the only schools in the community. The City should assist Davis School District in locating any future school sites. This will assure the most advantageous site for both the District and the City. The City should be open to the development of additional church sites. It is also important to note that just outside City boundaries on the north end of Cornia Drive, the U.S. Forest Service operates the Weber Basin Job Corps.

OPEN LANDS:

Undeveloped properties may have a designation of Open Lands. Unlike other land use designations, this designation does not imply any potential zoning classification. Properties may be so designated because they are unbuildable due to terrain or may be inaccessible.

SECTION 4: TRANSPORTATION

This section outlines the existing state of the transportation system and provides recommendations to improve safety while meeting the demands of future growth. This plan does not attempt to provide exact locations of every local or residential access street in the City, but does look at all critical transportation routes, specifically concentrating on those streets for which the City is responsible. Streets currently stubbed are shown with an intended connecting location, thus informing any future developers the City's intent for connecting streets (See Vehicle Transportation Map #5). To encourage connectivity between developments, cul-de-sacs or turnarounds are only considered if topography or other constraints prohibit the connection to a thru street. Temporary turnarounds must be provided at all stubbed street locations where a thru street is eventually planned.

It is important that major transportation routes through South Weber are protected from unnecessary traffic motion. Issues arise when too many driveways are allowed access directly onto a street, resulting in slower traffic as vehicles maneuver in and out of driveways. To reduce this concern and to preserve the full functionality of major transportation routes, the number of direct access driveways should be limited to as few as reasonably possible.

It is also important that public streets within the City be maintained in a reasonable and acceptable condition. To this end, all new roads developed in South Weber are public streets. Private streets are strongly discouraged. Some leeway is allowed in the design of public roads within Planned Unit Developments (PUDs), to allow more ingenuity in providing public improvements. This can be done in how park strips and foot traffic are handled.

(See Vehicle Transportation Map #2 for more detail on the recommendations of this Section.)

US-89 (Highway 89):

The State of Utah is in the beginning stages of a major upgrade and widening of US-89 that will turn it into a restricted access expressway. The project's current northern terminus is the US-89/I-84 interchange. The City fully supports this project, though it will create some known issues that will affect South Weber. It is critical that direct access from South Weber Drive onto US-89 is maintained for both north and south directions. As US-89 transitions from a limited access highway to a restricted access expressway in South Weber, it will likely create an increase of northbound traffic backup. Currently, traffic congestion on US-89 is somewhat spread out along the route south of South Weber due to the traffic lights found between South Weber and Farmington, though northbound congestion sometimes occurs in South Weber when cars stop at the traffic lights in Uintah City.

The City strongly encourages UDOT to consider solutions to the increasing traffic congestion near the US-89/I-84 interchange, anticipating additional slowdowns along US-89 once the expressway project is completed.

The US-89 project creates an opportunity to install an underpass for the continuation of the Weber River Parkway Trail/Bonneville Shoreline Trail (BST). This is critical to the extension of the Weber River Parkway Trail to the mouth of Weber Canyon, thus connecting the BST in Davis County with that in Weber County. The City strongly supports an underpass and should continue to encourage its completion in every possible way.

1900 EAST STREET:

1900 East Street is an extremely important collector road. It has a serious safety hazard at approximately 7550 South. At that point it traverses a steep bluff that reduces sight distance at the intersection with 7600 South and encourages traffic to speed as cars travel northward down the hill. It should be a priority to evaluate the possibility to mitigate this safety hazard.

SOUTH WEBER DRIVE (State Route 60):

South Weber Drive, a State-controlled road, is an arterial street which serves as the transportation backbone of the community. It is important to note that numerous homes front the road, somewhat reducing its effectiveness as an artery. It is anticipated the road will need to be widened from the current 66-foot right-of-way (in many locations). The City should continue its current policy of requiring curb and gutter of all new development along this road. Widening of the road should include enough room to add bike lanes. The road is wide enough to add bike lanes in the eastern part of the City. The City should pursue adding those lanes. Driveway access to this road should be limited as much as possible to protect its arterial status and usage. This should be done in conjunction with UDOT standards.

Analysis indicates traffic signals will eventually be needed at the intersections of South Weber Drive with 1900 East and 2100 East. The City should encourage UDOT to install traffic lights at these locations as soon as traffic density warrants them.

OLD FORT ROAD:

Old Fort Road is intended to be a minor collector road with limited access. Currently, the first phase of the road is constructed on the west end which runs eastward from 475 East, utilizing the old alignment of 6650 South past the Posse Grounds. This road will eventually continue eastward through farmland near the I-84 freeway. It is believed this new roadway will provide increased opportunity for commercial development near the I-84 interchange by establishing direct access to that site from the interchange.

713

714 **1650 EAST STREET / 7775 SOUTH STREET:**

715 A high priority road project should be connecting 1650 East with 7775 South. This will
 716 provide an important alternate route, other than South Weber Drive, between the
 717 central and eastern parts of the City. This would become extremely important in the
 718 event of a South Weber Drive closure in this area.

719

720 **6650 SOUTH STREET / 475 EAST STREET:**

721 6650 South is a very narrow street with houses fronting it, some of which were built
 722 extremely close the edge of the asphalt, which would not happen if these houses were
 723 constructed today. A temporary dead-end exists at the west end of the houses fronting
 724 it. As properties north of 6650 South continue to develop an alternate east/west route
 725 (already begun) should be established to take all but local traffic off this substandard
 726 road. Only minimal widening and improvement of the road should occur between 475
 727 East and South Weber Drive due to feasibility challenges.

728

729 475 East Street is the main route from South Weber Drive to I-84. As development of
 730 the west end of town occurs, it is important that most of the traffic in that area find an
 731 alternate route to 475 East Street. The development of Old Fort Road to the east and
 732 the eventual extension of Old Maple Road to the west are initial steps to accomplishing
 733 this goal.

734

735 **7800 SOUTH:**

736 7800 South Street off the 2700 East frontage road is very narrow and both sides of the
 737 road lack curb, gutter, and sidewalk. Introducing additional traffic to this street would
 738 require widening and improving the road which would have a significant impact to the
 739 adjacent residential properties. Though some improvements may be necessary, it
 740 should only be done in a way that minimizes the impact to residents. Care should be
 741 taken not to introduce any significant volume of traffic to this road.

742

743 **SERVICE ACCESS ROAD TO WATER TANK:**

744 Currently South Weber City has access to one of the City's water tanks on a road off
 745 1900 East. The 60-foot right-of-way is owned by the City, has some utilities already
 746 installed (fire hydrant and storm drain), and has a road base surface. This road is
 747 closed to the public. After review of potentially paving this road to connect to Layton
 748 and much public input, no changes to the status of this access road are recommended.

749

750 **CONNECTION TO LAYTON:**

751 A concept on previous General Plans – a road connection to Layton City to provide
 752 additional ingress/egress for the community – is not included on this General Plan. That

753 concept was shown on previous plans through paving the service access road off 1900
754 East and/or building a new road up the hill south of the Family Activity Center.

755 Although not a comprehensive list, the following aspects of a connection to Layton were
756 considered prior to removing the concept from the General Plan:

- 757 • Growing traffic congestion within the City
- 758 • Additional ingress/egress needs and options ongoing and in emergencies
- 759 • Costs to current and future residents for construction and maintenance
- 760 • Visual impacts to the hillside
- 761 • Impact to sensitive lands along the hillside, including slope stability and
- 762 contamination
- 763 • Steep slope road maintenance (e.g. snow/ice, etc.)
- 764 • Impact to current traffic patterns

765 Throughout the General Plan update process, strong opinions were expressed both for
766 and against connecting to Layton. During the two public comment periods, the City
767 asked specific questions about this concept. A vast majority of respondents to the
768 survey questions expressed the desire to not connect to Layton City, regardless of
769 alignment. The Planning Commission recommended, and the City Council agreed that
770 South Weber should not work to connect our road network to Layton City.

771

SECTION 5: ACTIVE TRANSPORTATION

A recent survey by Utah State University on recreational activities and programs indicates trails are the number one priority of South Weber residents. To promote the health and general welfare of the citizens of South Weber, it is the intent of the City to develop a network of non-motorized trails throughout the community. These trails should be readily accessible to all residents and others so much as possible with trailheads and access points located throughout the City.

Trails should provide a variety of walking, jogging, running, biking, and equestrian experiences by utilizing different widths, surface material, and degree of difficulty. Trails should generally be off-street and not sidewalks in the street right-of-way. There may be locations where trails and sidewalks are concurrent for a short distance where other options are not practical. Where potential trails cross private property, the City should work with landowners to protect property rights and provide incentives to allow the trail to be established on their land. Specific trail recommendations follow.

(See Active Transportation and Parks Map #3 for more detail on the recommendations of this Section.)

BONNEVILLE SHORELINE TRAIL:

The Bonneville Shoreline Trail (BST) is a regional trail based along the high-water level of ancient Lake Bonneville, conceptually traversing the entire Wasatch Front and extending into Cache County. A portion of this trail runs along the foothills east of the City at approximately 5,200 foot elevation. Although most of the trail is outside of City boundaries, it is a great asset to the residents of South Weber. The City could collaborate with Davis County and other stakeholders to complete the trail.

This trail should be approximately four feet wide and have a natural surface. Special care to reduce negative impacts and to keep grades manageable will need to be taken when crossing Corbet Creek and other ravines. The trail could potentially be located above the Weber Basin Job Corps or along 2725 East. This trail needs to transition from the 5,200 foot elevation to the proposed Weber Canyon Trailhead at the east end of Cornia Drive near the mouth of the canyon which is approximately 4,570 feet elevation. This trailhead will support and provide access to the proposed Davis and Weber Counties Canal Trail and the Weber River Parkway Trail.

WEBER RIVER PARKWAY TRAIL:

The proposed Weber River Parkway Trail is an extension of an existing trail in Riverdale and South Weber that currently terminates at Cottonwood Drive. In the Cottonwood Drive area, the trail will run between Cottonwood Drive and I-84 due to the existing residential lots that back onto the river. From the bend where Cottonwood Drive crosses

the river, the proposed trail will run along the south bank of the river between the river and I-84.

Multiple property owners hold the land where the trail is proposed, including UDOT, the Utah Division of Natural Resources, Trails Foundation of Northern Utah, and private landowners. The City should collaborate with other interested parties in securing easements or rights-of-way for the proposed trail. Due to the regional nature of this trail, it is recommended an entity such as the Trails Foundation of Northern Utah be responsible for management and maintenance of the trail.

It is recommended that the South Weber section of the trail be approximately 10 feet wide with a compacted granular surface, with possible consideration to paving the trail at some point in the future.

Pedestrian access from the Canyon Drive Trailhead at Canyon Drive and 1325 East across I-84 to the Weber River Parkway should be a high priority trail improvement.

CANAL TRAIL:

The Canal Trail is proposed to run adjacent to, or on top of, the Davis and Weber Counties Canal running the length of the City on the south side. The City should seek an agreement with the Davis and Weber Counties Canal Company and any private property owners along the route to allow public access and development of the trail. Safety precautions should be used in designing a trail along open portions of the canal. The City should also encourage Riverdale City officials to continue this trail in their community.

This trail should be developed partly as natural surface trail and partly as a paved trail utilizing the existing maintenance road along the canal or directly on top of the piped sections. This trail should be paved to at least 10 feet in width where it passes through residential areas from 2700 East to approximately 1550 East. The rest of the trail east of US-89 and west of 1550 East should be graded dirt with some possible surface stabilization where necessary.

VIEW DRIVE TRAIL:

This new trail is proposed to extend from View Drive to South Weber Drive near the west side of the Highmark charter school property. This would better facilitate pedestrian access from the south to the school and commercial services in the area.

OLD FORT TRAIL:

This trail is intended to be a 10 foot wide paved trail running from approximately 1200 East to near the west end of the City along the south side of I-84. Special attention to safety is warranted at the trail crossing of Old Fort Road. The stewardship of this trail

should rest with the City. It is anticipated that developers of adjacent property will construct this trail. As developments are proposed, the City should ensure that a continuous trail is established with a consistent width and surface material.

SOUTH HILLSIDE TRAIL:

This proposed trail is intended to be a natural surface trail beginning at the Petersen Trailhead on the west, run south across the Canal Trail, turn eastward on the hillside, and run to the Pea Vinery Trailhead near 1900 East. From there it would continue eastward along the hillside behind (south of) the South Weber residences to near the Highway 89 right-of-way where it would turn southward making its way to top of the bluff near Weber Basin Water Conservancy District facilities.

OTHER TRAILS:

If the Staker-Parson Gravel Pit closes and becomes open to development, it is recommended that a trail be developed through the property connecting 7400 South to the commercial area at the intersection on South Weber Drive and 2700 East.

The City should also consider developing trails and/or bicycle lanes to connect its various parks.

SECTION 6: ANNEXATION POLICY PLAN

This section is set forth to comply with Section 10-2-400 Utah Code Annotated. This section generally identifies areas the City may consider for annexation at some point in the future and defines the criteria that will guide the City's decision to grant or deny future annexation petitions.

(See Annexation Map #4 for more detail on the recommendations of this Section.)

CHARACTER OF THE COMMUNITY:

South Weber is a community to some extent isolated from the communities surrounding it. This isolation is due to its geographic location in the Weber River drainage basin, the Weber River and I-84 to the north, high bluffs to the south, the Wasatch Mountains to the east, and a narrowing band of land between the I-84 freeway and the bluff to the west. This isolation fosters cohesiveness to the community which promotes a safe, neighborly environment.

The City was founded on an agricultural economy. Agriculture is a diminishing land use but remains an important factor in the character of South Weber. There is an emerging commercial center near the intersection of South Weber Drive and US-89 and a planned future commercial center near the I-84 interchange. If build-out projections are accurate, South Weber will always be a small city. With careful planning, the City will retain its charm and rural character.

EAST & SOUTH BENCH AREAS

The East & South Bench areas of the annexation plan should be considered differently than other annexation areas due to their steep slopes and designation as open space in the Projected Land Use Map #1. South Weber is interested in annexing these areas into city boundaries to leave them as open space.

NEED FOR MUNICIPAL SERVICES IN UNDEVELOPED OR UNINCORPORATED AREAS:

The areas considered for annexation are illustrated on Annexation Area Map (Map #4). If annexed to South Weber, these lands would likely accommodate some type of development requiring full municipal services and possibly those from Weber Basin Water Conservancy District, South Weber Irrigation District, and Davis School District. Infrastructure expansion (i.e. water, sewer, and storm drain systems) could be extended into these areas on an as needed basis.

Financing for infrastructure expansion would primarily be carried by developers of these properties. There may be the need for the City to participate in the financing of some

917 facilities to improve service to an existing development. These costs will be met through
918 various means. The City may choose to use general funds, impact fees, special
919 improvement districts, bonding, or other types of funding.

920
921 There are no existing developed areas within the expansion area, so adequacy or
922 purchase of existing service systems is not an issue.

923 924 **TAX CONSEQUENCES OF ANNEXATIONS:**

925 It is well known that property taxes from residential properties generally do not cover
926 the full costs of services provided to those residents. If the development in these areas
927 was limited to residential use, the annexation and development of these properties
928 would result in an increase in the City's financial burden for the required services.

929
930 It is anticipated that development of planned commercial areas within the City will
931 produce enough tax revenues to offset remaining deficiencies in tax revenue from
932 existing and potential future residential properties. The consequences of annexation of
933 expansion areas, when considered alone, will increase the tax burden for all City
934 residents. But, when considered with potential commercial development, the entire City
935 should receive either a reduction in tax burden or an increase in quality and quantity of
936 services from the City.

937 938 **INTEREST OF ALL AFFECTED ENTITIES:**

939 Prior to adoption of this section of the South Weber General Plan, discussions were held
940 with representatives of Davis County, Uintah City, and Layton City. The Davis School
941 District likely has interest in residential development as it relates to an increase in
942 student population. The Central Weber Sewer District may also be impacted due to a
943 possible increased sewage volume from South Weber. Some of these areas may also
944 require services of the Weber Basin Water Conservancy District.

945
946 All affected entities as defined in the Utah Code Annotated, Section 10-2-401(1)(a) may
947 review the proposed annexation policy plan or any amendments thereto and may
948 submit oral or written comments and recommendations to the City. The City shall
949 address any comments made by affected entities prior to adoption.

950 951 **URBAN DEVELOPMENT EXCLUDED FROM EXPANSION AREA:**

952 The Utah State Code Annotated, Section 10-2-401.5 encourages all urban development
953 within proximity of a city's boundary to be included in that city's expansion area. There
954 are no areas of urban development within proximity to South Weber's boundary that
955 are not already within an existing city except for that found on HAFB. Land within HAFB
956 is not under the jurisdiction of South Weber even if it were within the City limits;
957 therefore, none of that urban development was included in the expansion area.