



WILLARD CITY
Planning Commission Meeting – Regular Meeting
October 7, 2021 – 6:30 p.m.
Willard City Hall – 80 West 50 South
Willard, Utah 84340

The meeting was a regularly scheduled meeting designated by resolution. Notice of the meeting was provided 24 hours in advance. A copy of the agenda was posted at the City Hall and on the State of Utah Public Meeting Notice Website.

The following members were in attendance:

Sid Bodily, Chairman
Diane Baker
Chandler Bingham
Alex Dubovik
Zack Hulsey

Chris Davis, City Manager
Bryce Wheelwright, City Planner
Michelle Drago, Planning Secretary

Excused: Blake Harrop and Colt Mund, City Attorney

Others in attendance: Dr. Joe Perrin, Mayor Kenneth Braegger, Councilman John Seamons, Travis Mote, Bart Wade, Jodi Wade, Randy Braegger, Lindsay Wells, Trisha Heath, and Chad Braegger.

The meeting was called to order at 6:32 p.m.

1. PRAYER: Chandler Bingham
2. PLEDGE OF ALLEGIANCE: Diana Baker
3. ROLL CALL – Attendance was recorded by the secretary.
4. GENERAL PUBLIC COMMENTS (INPUT FOR ITEMS NOT ON AGENDA)

Randy Braegger, 120 South 100 West, thanked the City for installing the benches at Nature Park. They looked good.

Bart Wade, 220 South 200 West, wanted to follow up on the traffic discussion from the last Planning Commission meeting. He had counted a total of 152 homes between 100 South and 750 North, excluding the houses on Highway 89. He asked the Planning Commission to visualize that the only access to and from the City for all of those homes was 200 West to 200 South to the highway. The roads would probably hold up, but that would be a lot of traffic. He compared that visual to the traffic that would be generated by the new developments being discussed.

There were currently 48 homes below 200 West. He heard the Heritage Land Development would have 106 homes, which brought the total to 154. That number did not take into consideration the homes proposed on the Barker property. The City was creating a situation similar to the one he had just described. Mr. Wade was just as concerned about 200 South as he was 200 West. The traffic was a real problem. The homes in these new developments would double the west side of town. The City didn't have a 300 South, 400 South, or 500 South to alleviate the traffic. The City didn't even have a 100 West. All of the traffic would use 200 West to get to 200 South and the highway. Everyone knew growth was inevitable. He supported growth, but he asked the Planning Commission to stipulate that 600 South be finished in conjunction with Phases 2 and 3 of The Orchards Subdivision.

Travis Mote, 455 South 200 West, stated that 200 West would have to be finished to 600 South to make that connection work.



WILLARD CITY
Planning Commission Meeting – Regular Meeting
October 7, 2021 – 6:30 p.m.
Willard City Hall – 80 West 50 South
Willard, Utah 84340

- 5A. CONSIDERATION OF A LOT LINE ADJUSTMENT FOR DAVID GRANT LOCATED AT APPROXIMATELY 466 SOUTH MAIN (PARCEL NOS. 02-052-0039 AND 02-051-0172) – CONTINUED FROM SEPTEMBER 16, 2021

Chairman Bodily understood that the City Attorney was not ready for this item to proceed.

Bryce Wheelwright stated that David Grant was aware that the City Attorney had asked that this item be tabled.

Commission Dubovik moved to table consideration of a lot line adjustment for David Grant located at approximately 466 South Main. Commissioner Baker seconded the motion. All voted “aye.” The motion passed unanimously.

- 5B. CONSIDERATION OF A LOT LINE ADJUSTMENT FOR BETTY CHILD LOCATED AT APPROXIMATELY 458 WEST 200 NORTH (PARCEL NOS. 02-057-0035 AND 02-057-0036)

Bryce Wheelwright stated that the City Attorney had asked that this item be tabled due to questions about the application.

Commissioner Hulsey moved to table consideration of a lot line adjustment for Betty Child located at approximately 458 West 200 North. Commissioner Bingham seconded the motion. All voted “aye.” The motion passed unanimously.

- 5C. CONSIDERATION OF PRELIMINARY APPROVAL OF THE ORCHARDS AT WILLARD SUBDIVISION PHASE 2 LOCATED AT APPROXIMATELY 300 SOUTH 200 WEST (PARCEL NOS. 02-051-0251 AND 02-051-0087) – CONTINUED FROM SEPTEMBER 16, 2021

Chris Davis stated that Garth Day from Heritage Land Holding had a conflict and had asked that this item be tabled. However, he had invited Dr. Joe Perrin from A-Trans Engineering to answer the Planning Commission's questions regarding traffic on 200 West.

Dr. Joe Perrin stated that he had not done a traffic study on 200 West, but he could answer general transportation questions about how much traffic a home generated and how much capacity a road had. He was a resource. He did not have specific information.

Commissioner Bingham asked if Dr. Perrin was familiar with 200 West. Dr. Perrin said he was.

Commissioner Bingham stated that a lot of residents were concerned about getting traffic from where it was right now to build out in a few years. How did the City handle that transition period? Dr. Perrin clarified the question. What growing pains would the City experience before there were alternate traffic routes to Highway 89 and 750 North?

Dr. Perrin stated that a home typically generated ten trips per day – five going and five returning. Those trips would all be on the same roadway; just in different directions. A comfortable capacity for a typical two-lane collector street, such as 200 West, was 9500 cars a day. A collector street was meant to collect neighborhood traffic and convey that traffic to the arterial roads. A residential street had a similar capacity, but 9,500 cars was not a comfortable number. A residential street usually had about 1,500 cars per day. Traffic over 1,500 cars meant the road was functioning as a minor collector street. To put those numbers



WILLARD CITY
Planning Commission Meeting – Regular Meeting
October 7, 2021 – 6:30 p.m.
Willard City Hall – 80 West 50 South
Willard, Utah 84340

into houses, a residential street served about 150 homes. A collector street could handle 900 to 950 homes. Roads and intersections were classified A through F. The classification system was used throughout the country.

Commissioner Hulseley asked what the City needed to do to change on a road from a residential street to a collection street. Dr. Perrin said a residential street had the same capacity as a collector street. The City needed to identify which roads were residential and which were collector. Usually speeds on a residential street was 25 mph; and collector streets were 30/35 mph. Speeds in the 40's were on minor arterial or arterial streets. If there were 9,000 cars a day on a residential street, it was functioning as a collector. Residential, collector, and arterial streets could all have driveways. It was a matter of how the road was being utilized.

Commissioner Hulseley stated that if 200 West became a collector road, it was likely that the speed would be increased to 30/35 mph. Did Dr. Perrin see that 200 West would become a collector route? Dr. Perrin said that as 200 West was completed and connected, it would become a collector road by default. It would run the length of the City, and it would probably have some type of enhanced intersection at 750 North. It was the nature of the infrastructure, and how it was laid out. Speed limits were normally set on an 85th percentile. If speed limits were artificially set too low, there would be violations. The City needed to determine which roads it wanted to be collector streets and set the speed limit accordingly. The purpose of a collector street was to funnel traffic from the hierarchy of residential, collector, to arterial. He could see 200 West with a 30 mph speed limit. On long, straight stretches of road speeds tended to creep up.

Commissioner Hulseley said the City was anticipating more traffic on 200 West. To accommodate the increased traffic, more residential roads would be added. Dr. Perrin stated that Willard had a certain limitation to the east. It also hit a wall to the west in the form of I-15. Willard was defined by a geographical area. It could only get so much traffic depending on its land use decisions. The geographical constraints would limit how much traffic developed. When the City did its transportation master plan, the City would look at what the build-out conditions would be. All of the residential streets on the west side would feed 200 West. Then the City had to look at the natural connections between 200 West and Highway 89. If collector streets on Highway 89 were limited and defined, they were more likely to qualify for traffic signals.

Commissioner Dubovik asked if Dr. Perrin's work under the master plan contract would include a traffic study, or would it all be statistical. Dr. Perrin said the contract was for a master plan; it would be the guiding policy. Transportation was simply one element of that plan. Usually a city completed a master plan, and then it moved on to the individual elements. A future transportation plan would include more details about trails, bicycle paths, micro transit, and long-range plans for a commuter rail system with TOD (transit-oriented development) overlays. Dr. Perrin said that Willard's general plan would include more transportation work than they normally did. It would include base data that would help when the forming a future transportation plan. When he looked at Willard's base data, all of its intersections were in the A to B classification range. From a traffic standpoint, Willard would not be considered congested. It had a fair amount of capacity on its roadways.

Commissioner Dubovik asked if there were any special road planning considerations, access, and housing density due to Willard's geography of mountains to the east, Willard Bay to the west, and only two north/south arteries. Willard really only had two ways to exit - north and south if there was an earthquake or wildfire or other natural disaster. Should the limited access change the way Willard planned its roads and housing densities? Dr. Perrin said UDOT would always maintain the alternate route of Highway 89. It would not give up capacity on Highway 89. Unfortunately, Willard had to deal with a five-lane arterial and I-15. However, because of its geographical constraints Willard would only be able to develop a certain amount



WILLARD CITY
Planning Commission Meeting – Regular Meeting
October 7, 2021 – 6:30 p.m.
Willard City Hall – 80 West 50 South
Willard, Utah 84340

of traffic. Dr. Perrin pointed out that the City really didn't have a north/south collector road on the east side of Highway 89. There needed to be a 200 West on the east side of Highway 89.

Commission Dubovik asked about the ultimate deliverable Dr. Perrin would provide to the City. The Planning Commission had been putting off some discussions and decisions based on the master plan results, but the Planning Commission wasn't sure what information the master plan update would actually provide. Dr. Perrin said the General Plan update was being managed by Dr. Bruce Parker. He was part of the support team because transportation was only one element of General Plan. The General Plan was a guiding vision and principle. He was trying to give added value to the General Plan. Some key issues that had come from the survey were: How to get across Highway 89; and how could there be more pedestrian connection with Willard Bay. Answers to those questions would be in the details of the Master Transportation Plan, which would not be part of the General Plan. He would try to give some options for the critical questions.

Chris Davis asked that Dr. Perrin explain the progression of a master plan to implementation. Dr. Perrin stated that the first step was adoption of a master plan, which would be the guiding vision and principles for the City. Then specific, detailed plans and costs were developed for the different elements, such as parks and transportation. Those plans led to a capital improvement plan for each element. Capital improvement plans allowed cities to begin charging impact fees. Then those causing the need for expanded infrastructure helped to pay for it. The City could not arbitrarily charge impact fees. Utah law required cities to identify growth and population through master plans and capital improvement plans. The process was laid out. If the City followed those steps, it would have the backing to charge impact fees.

Dr. Perrin also explained that when the City had followed the planning steps necessary to begin charging impact fees, it could also begin to apply for grant monies. There were different funding mechanisms available to the City for capital improvement projects it could not afford. Class B and C road monies received from the State had to be used for maintenance and operations. Capital improvement projects and new construction could receive funding through various grants from different funding sources managed by the Wasatch Front Regional Council, such as STIT, SEMAC, Bikes and Trails. Impact fees were the best way to make sure the City could build its infrastructure, but every once in a while it could find other funding sources that helped.

Chris Davis stated that part of the reason for updating the Master Plan was to have the necessary documentation in place to begin applying for grant monies. Wasatch Front Regional Council would like to extend the trail from 750 North going south, but Willard needed to have its documents in place.

Commissioner Hulseley asked if the City had all of the documents, and it was just working to update them. Chris Davis said the City did not have a Capital Facilities Plan for transportation. In the year he had been working for the City, Public Works and the City Engineer had started to identify which roads should be upgraded. Willard did not receive a lot of Class C Road funds, and what it did receive did not go very far.

Chairman Bodily asked if the State had an interest in 200 West. Bryce Wheelwright said he had talked with BRAG (Bear River Association of Governments) about the 200 West Trail. At one time there was a plan to extend the trail through town. BRAG was interested in looking at that plan again. UDOT and WFRC would be conducting a visual tour on November 10 to look at continuing the trail to the south.

Chairman Bodily asked if 200 West was a City road or a State road. Mr. Wheelwright said it was a City road. Chris Davis said UDOT wanted to give roads to cities. It didn't want to take on any new ones. He did not foresee that UDOT would ever be interested in taking over 200 West. Dr. Perrin agreed. UDOT was



WILLARD CITY

Planning Commission Meeting – Regular Meeting

October 7, 2021 – 6:30 p.m.

Willard City Hall – 80 West 50 South
Willard, Utah 84340

interested in regional routes. They didn't want anything smaller because their job was to move traffic regionally, not locally. They were trying to give back roads they didn't feel were part of their regional network. They preferred freeways and arterials. They didn't want collector routes, and 200 West was definitely a City collector street. However, UDOT facilitated federal monies for building city streets.

Commissioner Hulsey moved to table consideration of preliminary approval of The Orchards at Willard Phase 2 located at approximately 300 South 200 West. Commission Dubovik seconded the motion. All voted "aye." The motion passed unanimously.

5D. CONSIDERATION OF A PROPOSAL TO AMEND WILLARD CITY ZONING ORDINANCE CHAPTER 12-116(2) DEDICATION OF STREETS, RIGHTS-OF-WAY, OR EASEMENTS, COMMERCIAL OR INDUSTRIAL SUBDIVISION, OR PLANNED UNIT DEVELOPMENT – CONTINUED FROM SEPTEMBER 2, 2021

Bryce Wheelwright stated that the City Attorney was not able to attend tonight's meeting. The City Attorney had suggested that this amendment be tabled until the General Plan was updated because there seemed to be a conflict between the two.

Commissioner Baker moved to table consideration of a proposal to amend Willard City Zoning Ordinance Chapter 12-116(2) Dedication of Streets, Rights-Of-Way, or Easements, Commercial or Industrial Subdivision, or Planned Unit Development. Commissioner Hulsey seconded the motion. All voted "aye." The motion passed unanimously.

6. CONSIDERATION AND APPROVAL OF SEPTEMBER 16, 2021, REGULAR PLANNING COMMISSION MINUTES

Commissioner Bingham moved to approve the regular Planning Commission minutes of September 16, 2021, as corrected. Commissioner Hulsey seconded the motion. All voted "aye." The motion passed unanimously.

7. COMMISSIONER/STAFF COMMENTS

Bryce Wheelwright stated that there was quite a discussion regarding culinary water at the last Planning Commission meeting, and the Planning Commission had asked for pertinent information. Willard City currently had three sources of culinary water – two wells and the spring. Willard started with just the spring. It dug the first well, known as the Lower Well, in 1962. When that well was dug, water was hit at 246 feet. Casing was extended down from there. Most of the City's water was piped from the Lower Well. The second well, known as the Upper Well, was dug in the 1980's. It was located on the north side of Willard Canyon; the Lower Well was on the south side. A SCADA system was installed, but it had never worked right. In 2019, the SCADA system was updated. To date, it showed that throughout the year the water level dropped from 50 in January to 42/40 during the summer. It dropped about 10 units, then it charged back up to 50 in the winter. At present, the water level had risen from the original 246 feet to 233 feet. The City's water was doing quite well.

Chairman Bodily asked how many new homes the City could add. Bryce Wheelwright said the City's aquifer was in great shape. All the City needed to be concerned about was its storage capacity. According to the City Engineer, if every subdivision that was currently approved was built out – Deer Run, Granite Ridge, and The Orchards, there would still be enough capacity for about 70 more homes. There was plenty of capacity at the present time, and the City was in the process of adding more storage capacity around 750



WILLARD CITY
Planning Commission Meeting – Regular Meeting
October 7, 2021 – 6:30 p.m.
Willard City Hall – 80 West 50 South
Willard, Utah 84340

North. Mr. Wheelwright reiterated that the City only needed to be concerned about its ability to store water, not to get it out of the ground.

Chris Davis stated that the City Engineer was working on a more detailed water report.

Bryce Wheelwright reminded the Commission that BRAG was looking into continuing the 200 West Trail south to the Box Elder/Weber County line. Chris Davis stated that UTA wanted to extend the trail and to develop 500 West. The trail did not have to wait for Front Runner.

Mayor Braegger stated that while most currently serving on the Planning Commission and City Council would not live to see Front Runner reach Willard, it was possible for UTA to create a terminal on 750 North now from which bus service would be provided. Transportation service would still exist, it would just be for a lower capacity of people until the need for Front Runner was reached. The City did not have to wait 50 to 60 years or until it reached a certain population. The TOD District could happen, it would just be a bus for right now.

Bryce Wheelwright stated that BRAG was also looking at an east/west trail from Willard By to the mountains. Commissioner Hulseley asked if it would run through the culvert under the freeway. Mr. Wheelwright said it would.

Commissioner Bingham thanked the staff for the water information.

Commissioner Bingham asked about the PUD Ordinance. He felt the Planning Commission could work on it in conjunction with the Master Plan update. He also felt the Planning Commission could work on the Street Ordinance amendment and Subdivision Ordinance.

Commissioner Dubovik also thanked the staff for the culinary water information.

Commissioner Dubovik asked if the latest phase of the Granite Ridge Subdivision would exit onto 600 South. Mr. Wheelwright said it would. Commissioner Dubovik asked if it would have another way out that would not include the gravel pit road. Mr. Wheelwright said it would connect to 300 East.

Commissioner Dubovik asked how Willard's impact fees compared to other cities in the area. Bryce Wheelwright stated that last time he checked, Willard was about the same as North Ogden, Farr West, Brigham City, and others. However, the increased culinary water impact fee, which would go into effect on November 10th, would make Willard higher. Gordon Sleeman said that Willard was higher than Mantua, a comparable city.

Commissioner Dubovik asked if the administration had any idea what a secondary water system would cost and if secondary water was something the City should focus on. Mr. Wheelwright felt it was something the City needed to focus on. The cost of a secondary water system was comparable to a culinary water system. Chris Davis stated that the administration was consistently working on secondary water. It had met with an engineering firm, Pineview Water District, and the National Resource Conservation Service. The NRCS had funding available up to \$25 million for projects. The City was considering a joint project between Perry and Willard. Funding for flood control from NRCS was 100%. Secondary water was more like 50%, plus engineering costs. In the near future, he felt the City would put out an RFP for engineering. The challenge was farmers who had Pineview Water shares. They didn't want to give up those shares for pressurized irrigation. The administration would keep the Planning Commission updated.



WILLARD CITY
Planning Commission Meeting – Regular Meeting
October 7, 2021 – 6:30 p.m.
Willard City Hall – 80 West 50 South
Willard, Utah 84340

Commissioner Hulsey didn't want to get the cart before the horse. He wanted to have the Master Plan and Capital Facilities Plan completed before discussing the PUD Ordinance. Then the City would know what impact fees should be charged when developers came in and how roads would connect. He asked when the Master Plan and Capital Facilities Plan would be finished. Chris Davis said the City was currently working on a park impact fee. The City really couldn't work on a transportation capital facilities plan until the Master Plan and Master Transportation Plan was finished. The City did have updated water and sewer capital facilities plans. The City just finished looking at the culinary water impact fee. It was now in the process of upgrading sewer impact fees. There might be a road impact fee after all of the necessary steps were completed.

Mayor Braegger stated that the planning consultant planned to present a draft General Plan to the City just before Christmas. Chris Davis stated that another General Plan Open House was scheduled for October 18th. Due to a conflict it had been moved to Monday, October 25th. The final plan would be considered by the Planning Commission and City Council in public hearings after the first of the year. It might be spring before the actual master plan was adopted.

Commissioner Bingham stated that the City was holding things up. He felt there were things the Planning Commission could work while it was waiting.

Commissioner Hulsey reminded the Planning Commission about the Wasatch Front Regional Council Meeting on Tuesday, October 12th from 4:00 to 6:00 p.m. The meeting would be virtual. Chris Davis and Bryce Wheelwright said they would resend the meeting link to the Planning Commission members. Councilman. Travis Mote asked if the meeting would be open to the public. John Seamons said the meeting link was available on the WFRF website.

Chairman Bodily asked about the street lights in Granite Ridge. The first street had four to five lights, and one light needed to be repaired. Would there be street lights on other streets? Bryce Wheelwright said street lights were required on other streets as well. The City would not start the warranty period until the street lights were installed. The City was still waiting on street lights, stop signs, street signs, and speed limit signs.

8. ADJOURN

Commissioner Bingham moved to adjourn at 7:35 p.m. Commissioner Hulsey seconded the motion. All voted in favor. The motion passed unanimously.

Minutes were read individually and approved on: 11/9/21



Planning Commission, Chairman
Sid Bodily



Planning Commission Secretary
Michelle Drago

dc:PC 10-07-21

