

# General Plan

## for Fairfield, Utah



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# VISION STATEMENT

Fairfield is a quiet, rural community that stands to preserve the history and value of the Old West while acknowledging the rapid growth of neighboring communities in Utah County.

# HISTORY

## HISTORY

In 1855, the town was founded when John Carson, his four brothers, and others settled in the Cedar Valley. The town was originally called Frogtown. Johnston's Army was sent to Utah to suppress the rumored rebellion in 1858-59, which caused the population to swell. The army established a nearby camp called Camp Floyd. During this time, the population grew to over 7,000 people. This includes 3,500 troops (nearly one-third of the entire U.S. Army at that time), teamsters, gamblers, and camp followers of various persuasions. During this time, the town truly felt like, and was, the Wild West. Additionally, the town was home to Utah's first baseball field near the army base.

In 1861, the troops were recalled from the area because there was no actual rebellion taking place. The troops were sent east to fight for the Union with the outbreak of the Civil War. In the town, the Camp Floyd State Park and Camp Floyd State Park Museum exist today to view this history. Additionally, The Stagecoach Inn, located in Fairfield and now a museum, was used by travelers passing through via stagecoach, military personnel, and riders on the Pony Express trail.

Additionally in 1861, Frogtown changed its name to Fairfield, which is the name the town is known by today. Fairfield was named after Amos Fielding, who had participated in establishing the community.

Fairfield incorporated in 2004 due to concerns about growth from surrounding communities. Besides agriculture, the town is a destination for Camp Floyd tourists, home to a large construction landfill, and near Five Mile Pass and other Bureau of Land Management that is visited and used by over 55,000 people each year.

Fairfield is a quaint, old Western town, located in Utah County located about 50 miles southwest of Salt Lake City and about 9 miles southwest of Eagle Mountain. Fairfield is 26.1 square miles with a population of about 163 people, making it the third smallest population in Utah. Those living in Fairfield love its small town, quaint vibe, and its proximity to nature.





# BACKGROUND

## BACKGROUND

Fairfield has been growing at a slow and consistent pace since adopting the last general plan in 2011. However, the area near them has been growing significantly faster than ever expected. Utah Valley is projected to double in population by 2050. Most of this growth is expected in the newly developing areas such as Saratoga Springs, Cedar Fort, and Eagle Mountain. The current general plan and city ordinances do not adequately prepare Fairfield to deal with this extreme growth on their border while also protecting their open space and rural character. The time to change is now or never, as Eagle Mountain has now annexed the remaining land to the north of Fairfield.

The town has acknowledged the growth within Utah County and has taken steps to react. This process began when Fairfield incorporated in 2004. However, as the county continues its meteoric rise, Fairfield needs to take more action to respond. Fortunately, Fairfield has the opportunity to utilize the growth to optimize economic development and to increase its tax base. Developers have contacted the town about increasing the number of residences, constructing a solar farm, and expanding the airport. Fairfield residents have also discussed building a museum or creating a historic/archeological site at Camp Floyd. This general plan will highlight the areas of emphasis and guide the commercial growth of the town.

## WHY A GENERAL PLAN?

A General Plan is the official comprehensive plan of the City, required by the state. This plan outlines the current policies and goals of the City. The General Plan is "general" in that it does not attempt to designate where individual businesses, homes, or industries will be located. Rather, the General Plan acts as a guide, establishing general policies and procedures for growth, development, conservation, and location of various land use activities. Many of the goals and plans located in the General Plan are goals to be implemented in the next 10-20 years and is a plan for the future. Decisions made by City leaders should be consistent with the General Plan.



# GOALS

## LAND USE

Preserve Fairfield's rural environment

Promote growth that is sensitive to preserving the beautiful nature of the valley.

## ECONOMIC DEVELOPMENT

Promote commercial development to increase tax revenue.

## HOUSING & BUILDING STANDARDS

Encourage a standard of building designs to preserve and protect the unique character and history of the community.

## TRANSPORTATION

Promote circulation within the city and connections to SR 73

Promote a robust trails network for increased internal connectivity

## PUBLIC SERVICES

Create the framework for increased utility infrastructure

# SECTION I

## LAND USE

### GOALS

**Preserve Fairfield's rural environment**

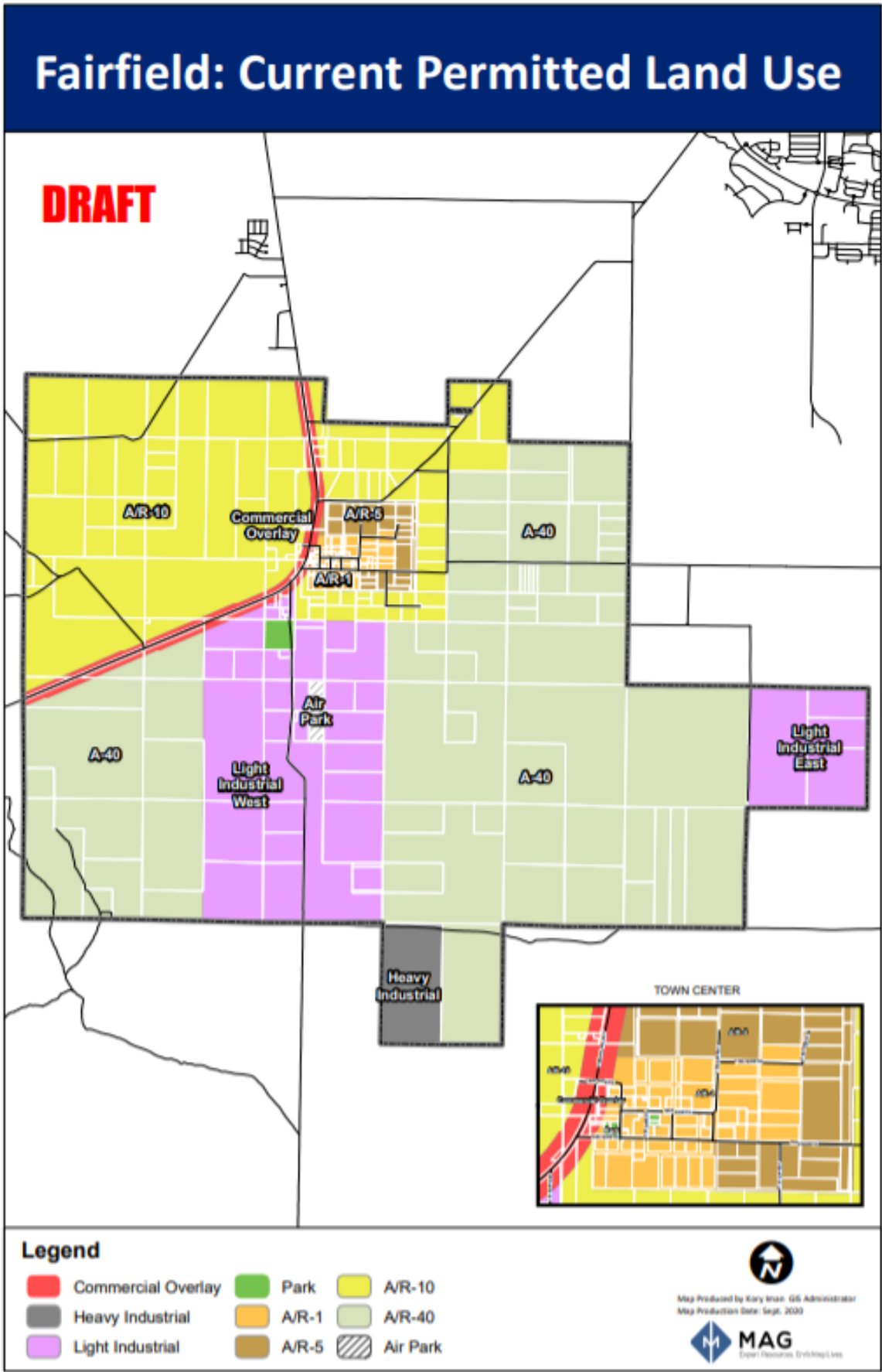
**Promote growth that is sensitive to preserving the beautiful nature of the valley.**





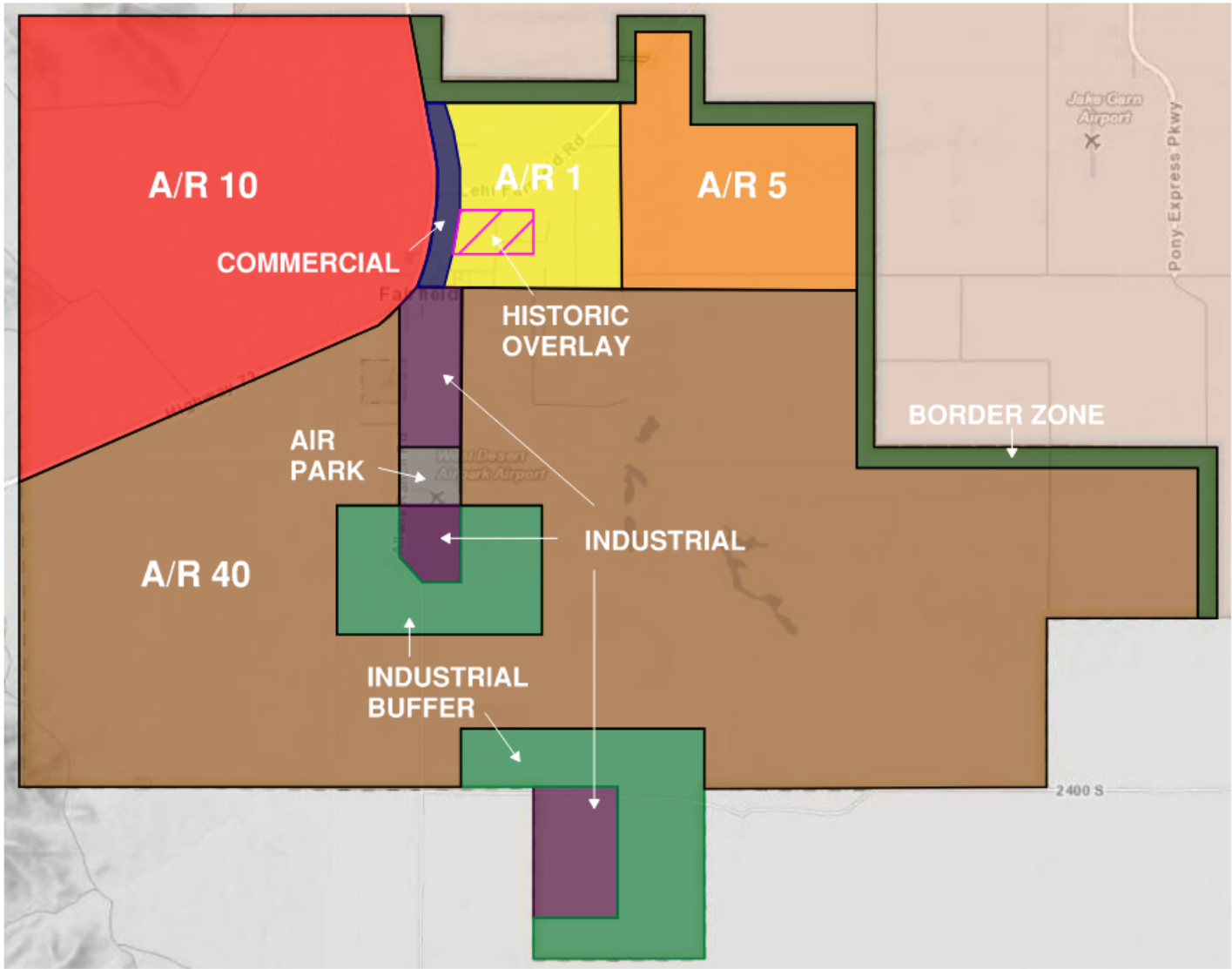
# ZONING

## CURRENT ZONING DISTRICTS



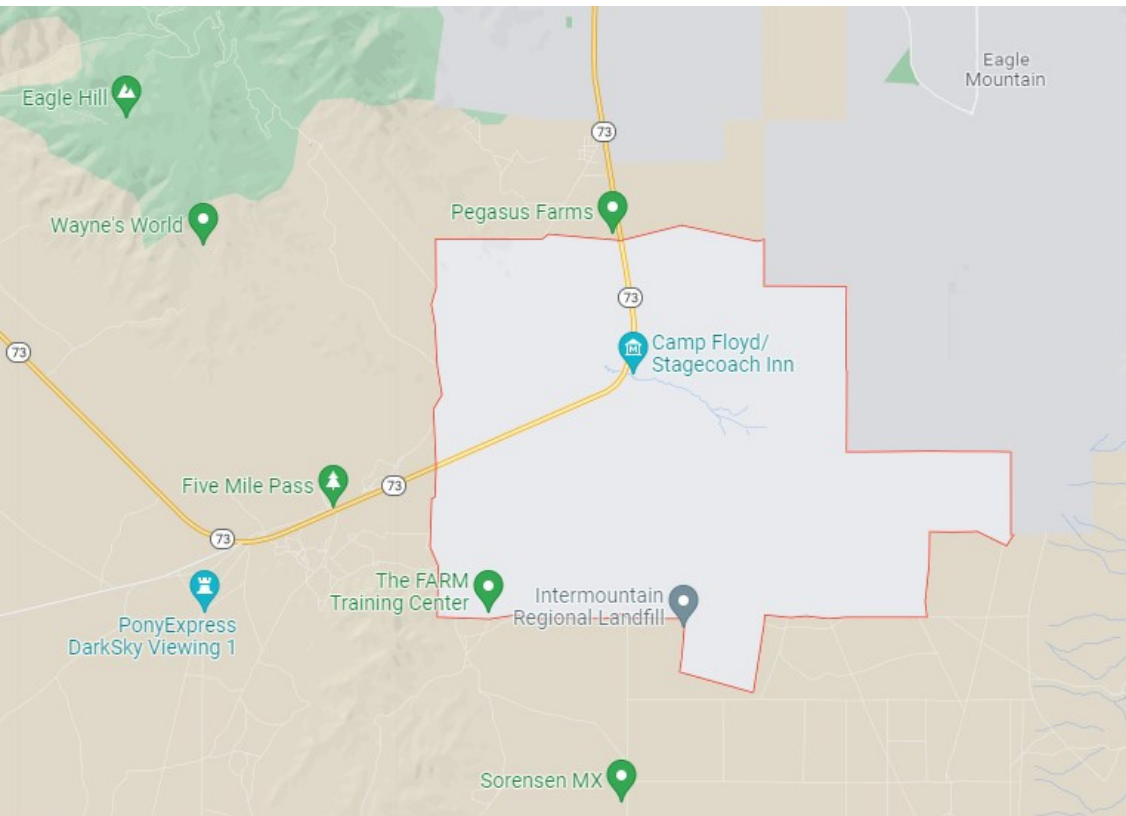
# FUTURE ZONING MAP

## PROPOSED ZONING DISTRICTS



# Growth Strategy

## FORESIGHT FOR THE FUTURE



Utah's population is projected to double by the year 2050. In this general plan, Fairfield creates the framework to accommodate future growth, while still preserving the character of the community.

Mountain Land Association of Government (MAG) projects Eagle Mountain and Saratoga Springs to be the second and third largest cities in Utah County, just after Provo, by 2060. This is expected to shift Utah County's population and commerce to the West side of Utah County, infringing growth on Fairfield.

This general plan is constructed for Fairfield to experience marginal growth and preserve the rural feel of the community, while still maintaining avenues for smart growth in the future.

Growth will be covered in various disciplines including population, economic, transportation, and infrastructure throughout the general plan to establish a vision for the town.



# Buffer Zones

The buffer zone is used to **provide a cushion between nonresidential and residential zones**. The zone is used when the base zone standards do not provide adequate separation between residential and nonresidential uses. The separation is achieved by restricting access, increasing setbacks, requiring additional landscaping, and in some cases, creating alternative uses on abutting land to mitigate for uses that may cause off-site impacts and nuisances.

The buffer zone in Fairfield Town serves two main purposes. First, to **provide a barrier around the landfills for residences and commercial areas** and second, to **create a distinct boundary at the border of the incorporated municipality** to preserve the character of the community. The buffer zones are depicted in green in the proposed zoning map.



The first zone for nuisances will extend 2500 feet from the closest edge of the landfills. The second zone for the border will start at the municipal boundary in the southeast by the sinks and follow the boundary line to highway 73. The buffer itself will extend 500 feet into Fairfield.

To implement the buffer zone, Fairfield will gradually acquire the parcels which constitute the buffer zone. The municipal ownership of the land will **ensure that the non-residential uses don't grow in the future** and that the cushion is maintained. The municipality will grant non-conforming use status to structures already existing in the buffer zones.

Near the landfill, this provides secondary benefits for the community as the buffer zone can potentially be used to create funding for the community through TDRs or utility infrastructure, such as solar fields.

In the border area, **the buffer zone will create a distinct edge and help maintain the character** of the town by distinguishing the line between Fairfield and neighboring municipalities. In this area, the town can implement a gateway/archway to welcome visitors/tourists to the community and will incorporate a trail system that connects with other proposed trails in the general plan.

# SECTION II

## ECONOMIC DEVELOPMENT

### GOAL

**Promote commercial development to increase tax revenue.**





# AIRPARK

## PLANNING FOR TOURISM AND ECONOMY

West Desert Airpark- UT9 has developed 20 acres of the 200 acre property. With 90 percent of the property undeveloped and the economic potential of the facility, The planning approach used toward the airpark, will have a tremendous impact on the future of the community.

The principal goal for the airpark is to optimize use to increase local tourism and maintain facilities in a way that would easily enable future expansion.

Acknowledging the growing presence of regional business, Fairfield needs to assess the potential air traffic and be prepared to meet demand with additional infrastructure and facilities.



### ITEMS TO CONSIDER FOR AIRPARK PLANNING:

- Establish design standards for future structures at the Airpark.
- Determine future demand from local businesses (Facebook, Tyson, Google).
- Increase tourism marketing.
- Assess potential for a residential community associated with the airpark.



# COMMERCIAL OPPORTUNITIES

Fairfield has several methods to utilize the town's resources to maximize commercial benefit. The close proximity to 5 Mile Pass provides opportunity to attract visitors who are passing through town.

We propose the development of a UTV/ATV service station as an attraction for tourists coming through Fairfield to go off-roading.

Fairfield should also consider other opportunities within the town to maximize tourism. For example, pairing an equestrian facilities with the proposed trail system would act as an attraction for visitors.

Lastly, the town should utilize the land within the buffer zones to generate revenue. Low-impact infrastructure (such as solar) can easily be hidden and can create revenue for the city in an otherwise undesirable area.



## COMMERICAL VENUES TO CONSIDER:

- **UTV/ATV Facility.**
  - Offer rentals, service/maintenance, and a wash.
- **Equestrian Center/Stables**
- **Restaurants**
- **Low-Impact Utility Infrastructure**





# SECTION III

## HOUSING & BUILDING STANDARDS

### GOAL

**Encourage a standard of building designs to preserve and protect the unique character and history of the community.**



# Historic Overlay Zone

The Historic Overlay Zone is intended to support the revitalization and productive reuse of structures and sites that hold historic, architectural, or cultural value, and which would otherwise be underutilized, dilapidated, or even demolished because the original use has become functionally obsolete. We recognize the importance of these significant landmarks and desire to provide a process to allow restoration and practical reuse while minimizing impacts to adjacent properties and avoiding the process of demolition and reconstruction. The Historical Overlay Zone designation is further intended for light commercial development that will relate to the neighborhood and will be compatible with residential character or historic value in nature.



## WHY AN OVERLAY ZONE

- Promote and foster concepts of good community design at the town, neighborhood and individual project levels. Through a variety of strategies, strengthen the rural town image and protect the physical beauty of the natural landscape of Fairfield.
- Maintain Fairfield's rural town image through appropriate land uses, density, and site design. The Zoning District Map identifies the desired land uses for all areas within the Town, and areas outside the Town.
- Ensure that all future residential and nonresidential developments within the Town incorporate amenities that reflect and contribute to the rural town image and natural landscape of Fairfield.
- Plan, construct, and maintain public infrastructure and facilities, including our roads, streets, trails, walkways, and community buildings as attractive public spaces consistent with the surrounding natural characteristics of the region.



# Design Standards

Cities such as Heber City, Utah, Cody, Wyoming, and Virginia City, Nevada have strict Western design standards to keep the historic feel of the town when new development comes in. These design standards regulate the outside facade of the building, materials used, and can even regulate height and setbacks. Design standards can also be enforced so that specific businesses must change their signs or building design to better fit the feel of the town. This occurs in the municipal boundaries of Park City, Utah.

For Fairfield, we recommend the town create an ordinance for Design Standards commercial buildings must follow. As applications come in for new commercial buildings, city officials may regulate and approve only those commercial uses that follow the City's Design Standards.

## Potential Design Standard Code may include:

- Outside material should be wood brick, or specific stone patterns
- No more than 2 or 3 stories
- Sign regulation on size, color, and how many signs can be outside building
- Follow a color scheme

## DESIGN EXAMPLES:



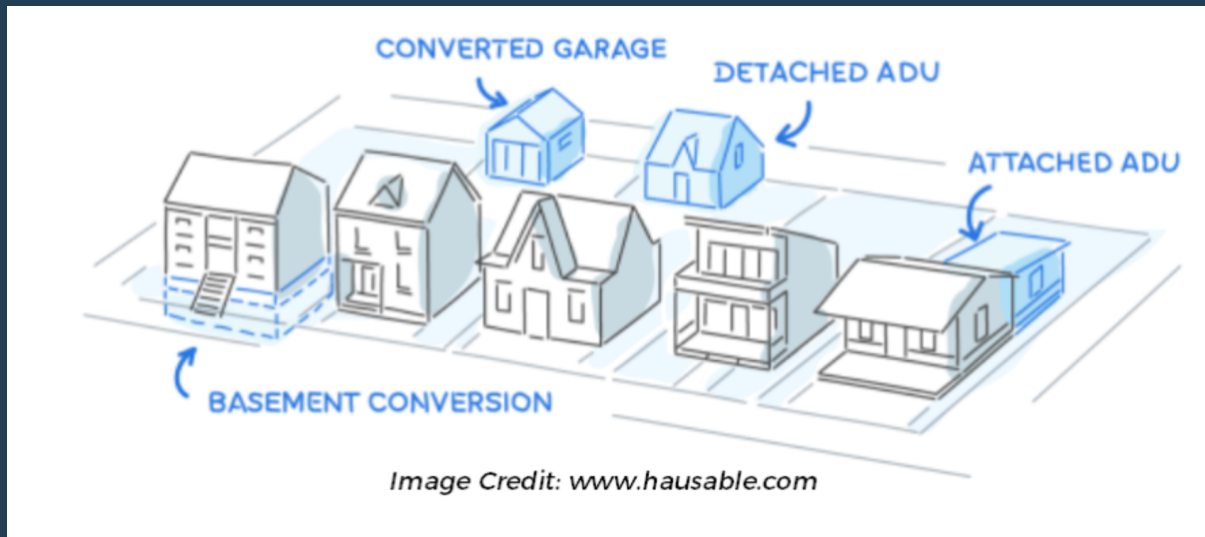


# ADUs

Thanks to the new state legislation in House Bill 82 of the 2021 General Session all municipalities in the state must allow ADUs in all areas zoned as primarily residential. They may, however, restrict up to 25% in areas that do not have college campuses (they can go up to 67%). This is found in Section 57-16-3 of the bill. As Fairfield is an established municipality, they must have an ordinance that allows ADUs within their primarily residential zones. As much of the city is AR (Agricultural-Residential) zones, they should let them in almost every part of the city. They can, however, restrict the ADUs with design and building standards, as also found in HB 82.

The deadline for making ADU ordinances come to the new state standards was October 1st, 2021. No other city that is remotely close to the size of Fairfield has a comprehensive ADU ordinance already but needs one as well. Therefore, it is in the best interest of Fairfield to keep it simple and allow them in all AR zones. They may restrict more based on design and location on lots. It is important to remember that just because an ordinance exists for building them does not mean people have to or will build them.





## DRAFT ORDINANCE

### Accessory Dwelling Units Ordinance- Fairfield, Utah

#### 1. Purpose and Objectives

- a. The purpose of this ordinance is to come into compliance with HB 0082 and to have a comprehensive ordinance in reference to Accessory Dwelling Units (ADUs).
- b. These development standards are now established to promote the use of ADUs; to provide flexibility for the changes in household size associated with the life cycle, to offer financial security for homeowners; and to protect against problems related to frailty in old age.

#### 2. Development Standards (taken mainly from Provo and surrounding Utah Valley communities)

- a. (1) Number. No more than one (1) ADU shall be permitted in conjunction with each one-family detached dwelling.
- b. (2) Location. ADUs may be located only:
  - i. Inside a single-family home
  - ii. Above a garage, either detached or attached
  - iii. As a separate detached structure, as long as they do not exceed lot coverage, other building restrictions of the zone, and do not exceed 20% of the footprint of the existing structures
- c. (3) Occupancy: The ADU must be owner-occupied or rented long-term (this all depend on if they have or want to worry about long vs. short term rentals)
- d. (4) Building Codes. All existing construction and remodeling shall comply with building codes in effect at the original structure or remodeling. Newly constructed ADUs shall meet current building codes.
- e. Parking or Utility meters or design standards for entrances and appearance in comparison to the existing house (all depends, not necessary at this time of planning)



# SECTION IV

## TRANSPORTATION

### GOALS

**Promote circulation within the city and connections to SR 73**

**Promote a robust trails network for increased internal connectivity**





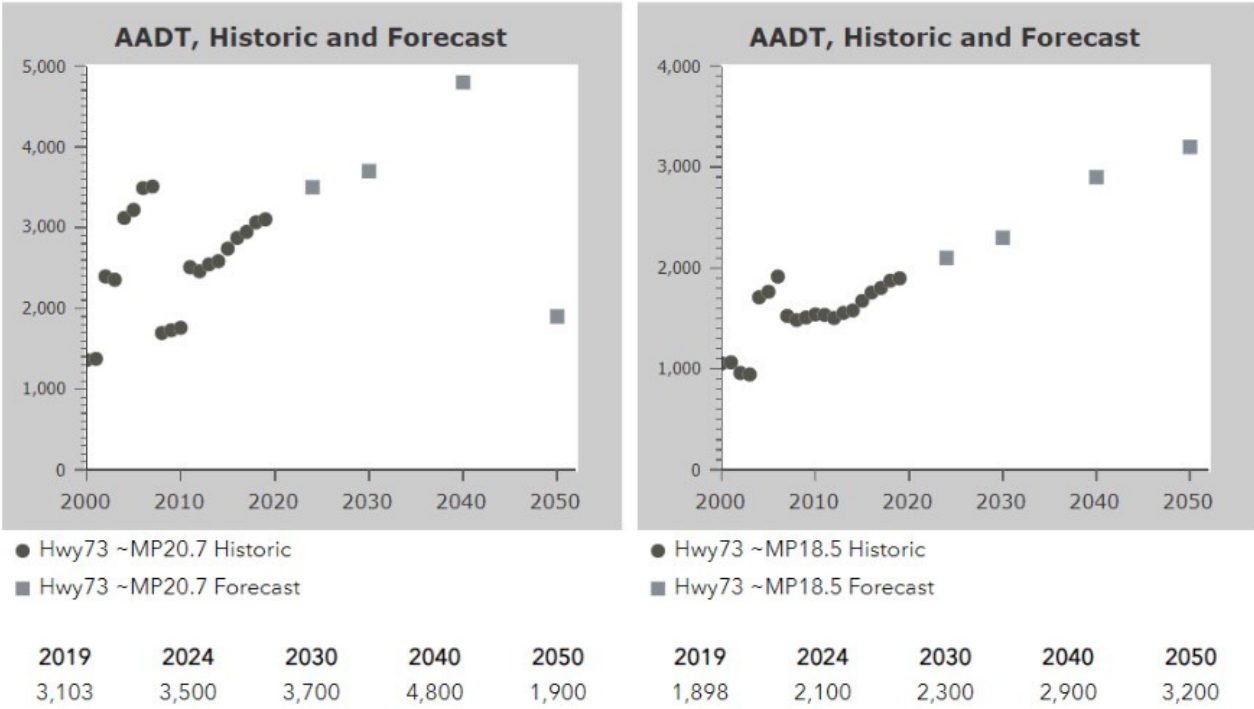
# Road Networks

Traffic will steadily grow along Highway 73 over the next few decades, meaning improvements to the surface and lane markups of this highway. Because the roads near Fairfield have not been organized into a system yet, plans and traffic projections between agencies such as MAG and the Wasatch Front Regional Council differ. The most consistent plans between these different groups add a connector road to Cedar Fort and to the Southeastern side of Cedar Valley, near the Facebook data center.



Within Fairfield, South Allen Ranch Road functions as a connector of the major revenue sources for the town, such as the landfills and the airport. There is already heavy truck traffic along S. Allen Ranch Road on the way to the landfills. Main street, 50 North, and 780 East function as roads connecting the main residential developments in Fairfield.

Regarding trails, there are no current trail systems in place in Fairfield.



Annual Average Daily Traffic projections into 2050 for the SE section (left) and Northbound (right) section of UT Highway 73 (Wasatch Front Regional Council). 2050 predictions may not have enough data to make a significant projection compared to the closer decades.



### Proposed Road Map of Fairfield

Major roads are red and proposed roads are purple. Lehi Fairfield Road to the northeast is now a major thoroughfare in our recommendations.

## RECOMMENDATIONS

For highway 73, safety and efficiency should be the main focus. Repaving and other maintenance of the highway will achieve this goal. A new route connecting Highway 73 to South Allen Ranch road can act as a way for trucks to bypass the section of South Allen Ranch road that connects to the West Desert Airpark and Camp Floyd State Park. A city ordinance that forces certain trucks to use this bypass route will also help sift truck and resident traffic. A new road should also connect between the historic sites of Fairfield and the airpark. This would give visitors an opportunity to drive through historic Fairfield before accessing new commercial development and the airpark.

South Allen Ranch Road should be paved from its intersection with Highway 73 and the Fairfield town border. The WFRC map shows Main Street in Fairfield being measured as having an increase in traffic volume. To avoid commercial or industrial traffic moving through the historic sites of Fairfield, the city can use the Lehi Fairfield road as the main connector to Eagle Mountain.



# Public Trails

The overarching goal of the trail system should allow residents and visitors to access historic sites and commercial areas with a different means of transportation other than a car. A major trail to create will follow the original Pony Express Route. The specific route for this trail would be north on Highway 73 from Main Street and then northeast along Lehi Fairfield Road. This trail would connect visitors and residents to the historic downtown and make reference to the origin of the town. This trail would also connect Fairfield residents to the developing communities of Eagle Mountain and Cedar Fort.

Fairfield should also establish a creek trail and trails connecting historic sites to other historic and landscape features, such as the Camp Floyd Cemetery and other places. This will attract attention to the historic pony express trail and other historic features of Fairfield. Additional horse trails and ATV trails should be implemented to cover more of the town of Fairfield and connect landmarks outside of the town boundaries.



Potential Trail Map for Fairfield Town. Pony Express Trail follows Lehi Fairfield Road to the Northeast.



Utah Outdoor Recreation Grant (UORG):  
<https://business.utah.gov/outdoor/uorg/>

This grant is on a yearly cycle and the project must be completed within 2 years of the grant approval. It's largely for new trail systems and is a 50/50 match program. This is through Utah Governor's Office of Economic Opportunity

Recreational Trails Program (RTP):  
<https://stateparks.utah.gov/resources/grants/recreational-trails-program/>

This grant is also on a yearly cycle and can be paired with the UORG grant. It's for motorized & non-motorized trails and a lot more open ended than UORG. Federal grant that has a little more restricting acceptance rate.

Fiscal Incentive Grant (FIG):  
<https://stateparks.utah.gov/resources/grants/state-ohv-fiscal-incentive-grant-fig/>

This grant is on a quarterly cycle and is specifically for any Off-Highway Vehicles (OHV) so any motorized vehicles This grant can be applied to a lot of different things.

## FUNDING OPTIONS



# SECTION V

## PUBLIC SERVICES

### GOAL

Create the framework for increased utility infrastructure



# WATER

Though lack of water infrastructure can be one of the major factors keeping large development out of Fairfield, over time accessibility to water will become essential to the livability of the city. It is recommended that Fairfield create a plan to obtain water rights to eventually handle the growth that Fairfield will be experiencing in the future.



## OPTIONS

- 1** Increase access to water is through **infrastructure impact fees**. When developers propose new projects an impact fee will be required to pay for water infrastructure for the developed area. This also can limit certain development projects and control the growth of the city as only developers willing to pay impact fees will have projects in the city.
- 2** Connecting with the **Central Utah Project** which connects municipalities to water resources. Recent federal infrastructure bills (2021) have allocated millions of dollars to this project. If Fairfield is wanting to grow, it is recommended that Fairfield use these funds to create water infrastructure. On the contrary, Fairfield can advocate for allocation of these funds to be used elsewhere in Utah County if no growth is desired in the town.
- 3** **Water bonds** are another way to invest in water infrastructure. Bonds have a high return because people always use water.

As the city is developing its road infrastructure, it would be in the City's best interest to simultaneously develop roads and water infrastructure. While putting in roads, the city can also lay water lines to maximize construction zones and funds.

There are many different ways the city can grow it's water infrastructure over time. Looking at different grant and bond options as well as partnering with neighboring cities will be essential to infrastructure growth. This infrastructure will influence the growth of Fairfield but will also improve the quality of life.



# Other Utility Infrastructure

As Fairfield plans to improve water and road infrastructure, the town should consider other needed utilities and complete them simultaneously.

A sewer system, power lines, irrigation lines, fiberoptic/data cables may prove beneficial for the community. Fairfield should develop a plan to update these utilities together to avoid unnecessary costs and reduce construction time

## Environmental Hazards

In the late 1800's and early 1900's heavy mining was done northwest of Fairfield in Manning Canyon at the Mercur Mine. During operation the mine used arsenic to extract heavy metals from the ore. A railroad spur was even built to carry tailings to leach fields. This process resulted in severe contamination of the drainage area. The arsenic would leach through the tailings then continue downhill, contaminating the soil and water in the area. In 1940 a berm was built around the spring to protect it from contamination, but no measures were taken elsewhere.

Remediation of this hazard is the number one priority for the town of Fairfield. Fairfield will continue to work with the Department of Health, DEQ, EPA and any other agencies necessary to clean up the contamination.



