

**CAMP^W & WILLIAMS
JOINT LAND USE STUDY
IMPLEMENTATION**

General Plan Recommendations



UTAH COUNTY GENERAL PLAN



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- should enforce ordinances prohibiting off-trail travel.
- D. The county should encourage recycling of waste materials.

Objective 14 Adopt policies for careful use of water resources

Policies

- A. Protect mountain watersheds that produce the water that forms the basis of growth and development in the county's arid setting.
- B. Known water infiltration and recharge areas should be protected from paving and other activities which would inhibit infiltration or cause pollution of the groundwater resource.
- C. The irrigation systems of Utah County should utilize pressurized piping systems to more efficiently use water.
- D. Minimum stream flows should be maintained for fishing, boating, and other recreational uses.

Objective 15 Maintain a tax system which works in tandem with county development policies

Policies

- A. County government should not be engaged in the delivery of urban services; existing or new municipal governments should provide long-term comprehensive funding of urban services in places where development occurs.
- B. Where feasible, the county should follow a system in which taxation district boundaries are drawn to coincide with zoning district boundaries.
- C. The tax rates of the taxation districts should be set to reflect the differences in cost of delivering governmental services to areas where zone districts allow expanded development versus those where zoning minimizes development.

Objective 16 Secure the continued viability of unique regional economic assets such as Camp WG Williams

Policies

- A. County government will collaborate with Camp Williams to integrate reasonable measures provisions into County Plans and programs, intended to reduce or avoid conflicts which might threaten the Camp's current or potential future mission.
- B. County government will actively engage Camp leadership in an on-going dialogue regarding issues of mutual interest, including but not limited to prospective land use developments, infrastructure extensions, land use plan and regulation amendments and other similar concerns, affecting Utah County lands adjacent to the Camp.
- C. County government will amend its General Plan and land use regulations to incorporate a new "Military Compatibility Overlay" to help implement applicable recommendations of the Joint Land Use Study final report. This new designation and zone will establish land use regulations and procedures deemed necessary to ensure the Camp's continued viability.
- D. The County will help educate the greater community concerning the Camp's mission, operations and contributions to the region through appropriate means, such as providing links on the County webpage, disseminating materials to be provided by the camp for these purposes, or by other means.

UTAH COUNTY GENERAL PLAN CHAPTER 2: MODERATE INCOME HOUSING ELEMENT

Utah Code Annotated, 1953, as amended, requires each county of the State of Utah to adopt a plan for moderate income housing. After adoption of the plan, the county legislative body with a population of over 25,000 is required to prepare a biennial review and report of its findings.

Moderate Income Housing Element and its implementation

The key policy of the county's general plan is for all types of housing to be directed into the incorporated municipalities that can provide adequate governmental infrastructure, public health, emergency services and private community services. This policy is based on the premise that a valid evaluation of housing quality is not solely a look at the structure itself, but also includes a look at the adequacy of supportive services available to householders. This key policy is still in effect.

Notwithstanding the above policy, the unincorporated area has its certain economic pursuits, such as agriculture, transportation, and mining; each requiring housing to serve those involved. [While the locations of such housing should not be permitted to undermine other legitimate policy objectives,](#) it continues to be a policy of the county to have a fair share of its housing to be considered affordable housing.

Proposed programs

Farm Labor Housing. The pre-eminence of agriculture as a land use in the unincorporated area of Utah County is acknowledged. It identifies a need for unincorporated county farm labor housing. This need is for both those farm laborers hired to work year round and those who are hired on a seasonal basis during periods of harvest. The Utah County Land Use Ordinance allows for such housing, requiring the farm owner to be the provider.

On Site Housing for Caretakers of Agriculture and Commercial/Industrial Business Sites. Many of the businesses and industrial establishments in the unincorporated area are relatively remote from police, fire and other essential emergency services. The Moderate Income Housing element proposes that housing for caretaker personnel continue to be made available through the land use ordinance.

Efforts made by Utah County to reduce, mitigate, or eliminate local regulatory barriers to Moderate Income Housing

The two zones best suited to accommodate moderate income housing, the RR-5 and TR-5 zones, contain enough land for 18,352 dwelling units at a rate of four units per acre (although a density of six to eight units per acre can be allowed for planned unit developments or mobile home courts). The 2000 Census states that the unincorporated portion of Utah County has 3.59 persons per household, down from 3.86 in 1990. That number is projected to remain nearly constant over the next five years. That would mean that these areas could sustain a population of 65,884 people at 3.59 persons per household. The population for unincorporated Utah County was 11,164 for the year 2000 and is projected to be 9,443 by the year 2010. If all 11,164 persons

Off site improvements, including curbs, gutters, and sidewalks should not be required in subdivisions when the lot area is less than five acres and the width of the lot is less than 150 feet. These improvements are necessary for safety and convenience in small lot subdivisions, but do not pertain to the rural subdivisions lots of five acres or larger.

Subdivision access roads are those roads leading to a subdivision from the general county road system to give lot owners access to that system. It is the policy of Utah County to not accept dedication of platted subdivision streets if access roads leading to the subdivision are unpaved. Access roads should be paved from the nearest paved county road up to and along the entire frontage of the subdivision. This policy exists because once the land is developed the usage of the road has changed from rural to urban. Undeveloped land or agricultural enterprises can operate satisfactorily with seasonal unpaved roads, but year-round subdivision occupancy needs paved all-weather roads for their own access and for access by public safety and fire vehicles.

When arterial or collector roads are used for access to subdivision lots, it is recommended that: (1) lot designs be kept as wide as possible along the frontage of the major street; (2) driveways be designed to allow cars to enter and exit a major street without backing into traffic; (3) all driveways be constructed to intersect the arterial or collector at the same grade or elevation as the street surface for at least the length of one vehicle; and (4) adjacent driveways share access when possible.

The Utah County Engineer maintains a book of standards for the development of all designations of county roads and other subdivision improvements. These standards are modified and updated as new products are introduced and as nationally tested road criteria are evaluated.

Airports The largest airports within Utah County are the Provo airport and the Springville-Spanish Fork Airport. Both of these facilities are continually expanding their air traffic and facilities. There are other military and private airfields, ~~but and while~~ they do not produce the commercial travel of those mentioned, the increased commercial use of shared airspace does increase the potential for conflicts. With the increase of population coupled with the increase in business, education and industry, air travel will continue to increase in Utah County. Provo City has made improvements to their airport facility in anticipation of scheduled air service in the next several years. The county ~~is should be~~ aware of the need to provide land use regulations and zone map designations surrounding major private commercial and military ~~these airport~~ facilities that will ~~not impair~~ ensure their continued safe and efficient operation.

Railroads An urban rail system from Box Elder County to Utah County utilizing an existing rail line has been planned. This system, when completed in the future, would link with the existing TRACS commuter rail lines in Salt Lake County/City, allowing commuter rail service along the Wasatch Front and within the urbanized municipalities of Salt Lake County.

Utah County should continue to work with the railroads to eliminate dangerous county road surface crossings and to install crossing lights and barriers.

Public Transit Utah Department of Transportation has bus service to Utah County with limited service to the rural unincorporated area. Airport shuttle service and taxi service is also available.

Hiking, Biking and Equestrian Trails With the abundance of Forest Service and Bureau of Land Management property in Utah County, hiking, biking and equestrian trails have been

developed by local government and the Provo-Jordan River Parkway Authority. Utah County should continue to work with other local governments and groups to continue to help in the acquisition of land for the opening of new trail heads and trails, and to maintain their current trails. Trails are not utilized for daily travel in the rural unincorporated county, but are available for all county residents and tourists to provide recreational access to the canyons, mountains, rivers and lakes of Utah County.

Care should be taken to site and design trails in ways that will limit trespassing and unintended encroachments onto private property. In particular, trails in proximity to military facilities like Camp Williams should be clearly and sufficiently marked with warning signage to avoid serious accidents. -

Unincorporated county property owners should be encouraged to switch from surface flood irrigation to pressurized pipeline irrigation systems, when possible, to conserve irrigation water. Water conservation efforts should also be encouraged for residential landscaping by using timed systems or grasses, shrubs and plants that require minimum amounts of water.

Underground water and spring flow are recharged primarily from the winter snow accumulation in the high mountain watershed areas. It is vital to Utah County that these areas are preserved. Rainfall also adds to the recharge of groundwater, but the annual volume of water contributed by rainfall precipitation in this arid climate is not enough by itself. Mountain watershed areas also provide the runoff that feed the streams and rivers that flow into Utah Lake and the Great Salt Lake. This stream and river water is used for wildlife, irrigation and recreation. It has been the ability to capture and utilize water that has led to the development of Utah County from its early pioneer farming heritage to its current urban and intensive farming development. Preservation of both quantity and quality are necessary. The Utah County Planning Commission relies heavily on the State of Utah Water Engineer to control the water rights assigned to properties, and the Utah County Health Department to monitor community water systems and septic facilities, in making their recommendations concerning land use development in the unincorporated area of Utah County.

Light and Air

The same mountain and lake combination that moderates the climate also contributes to the presence of frequent wintertime temperature inversions. Temperature inversions, periods when the coldest air is trapped close to the ground, lock in stagnant air and pollutants which progressively intensify. Inversion periods that produce cold, fog, icy roads, and air pollution can last up to several weeks in Utah County. The layer of hazy pollution associated with the inversions comes from the increasing number of automobiles and their emissions and pollutants from the commercial and industrial uses associated with the growing county population. This layer of haze makes it difficult for sunlight to penetrate to the surface of the ground and resolve the inversion problem by heating the lower layer of air. In such an inversion situation, relief is only available when a weather front moves into the county with enough energy to break the inversion and bring in fresh air and sunlight.

Testing for carbon monoxide, nitrous oxide, ozone, and particulate matter has been in progress for a number of years in Utah County. Historically, the county has exceeded air quality standards for carbon monoxide, largely due to heavy automobile use and industrial discharges; and particulate matter, from industry, wood burning stoves, construction disturbance, road dust, diesel engine discharges, agriculture operations, and illegal refuse burning. The periods when air quality in Utah County have been exceeded have been in the winter months and in the county's urbanized Wasatch Front.

Development on five acre lots in the unincorporated area has not had an impact on the ability to attain county air quality compliance, even though commuting is increased from these outlying areas. The carbon monoxide and particulate matter that is added to the air in these outlying areas are well below the maximum allowable levels.

Factors that have led to reduced air pollution levels during favorable weather conditions in Utah County include the lowering of automobile emissions by a vigorous inspection program; the termination of local steel manufacturing; the option to utilize mass transit during commuting

periods; and the restrictions instituted by the State Division of Health on wood burning stoves and fireplaces. The county must continue to monitor, regulate, inspect and find new methods to maintain a healthy quality of air as population, industry, services and vehicles continue to increase.

With respect to “Light,” increasingly citizens are expressing a desire to limit man made light and its impacts on the rural character of their communities. Natural darkness is an environmental asset that deserves consideration and perhaps protection, just as much as air and water. The County can develop, adopt and implement at least rudimentary “Dark Sky” design standards for lighting fixtures and other complimentary requirements, which taken together, will help to minimize both point light source trespass and general “sky glow” in the County. Other added benefits are that the costs of wasted excessive light are not passed along to consumers in the price of goods and services and the energy saved can be used for other domestic and commercial purposes.

Natural Hazards

Earthquakes and surface fault rupture The Wasatch Fault is an active fault and geological evidence shows earthquakes have occurred within the last 300 years which have created vertical displacements of 15 to 20 feet in some segments of the fault. Less severe earthquakes have occurred, on average, decennially in Utah County. Surface fault ruptures can damage or destroy buildings and may sever transportation routes and utility and water supply lines, causing additional dangers for fighting fires and restricted mobility of medical and safety personnel.

Ground shaking is the most common hazard associated with earthquakes and exists countywide. This hazard has been partially moderated by the State which has adopted the most recent building code standards. Utah County has a seismic classification of Zone D-1, which prescribes stricter construction standards than required in other parts of the United States which have little or no earthquake occurrence. Only California has a more restrictive seismic classification. Where structures are constructed in areas with a high water table or near a water feature, ground shaking can also cause liquefaction of the soils. This causes the soils to become unstable. Structures may not be shaken apart but will tilt, sink or actually list over on their side; this does not often cause harm to the individual, but the structure usually cannot be saved and must be demolished.

Landslides, rock fall and debris flow Steep sloping ground and an unusual amount of water can result in landslides, mud flows, or debris flows. Certain types of rocks in Utah County, such as the Manning Canyon Shale, have a structural makeup that has a propensity for landslide activity, especially during a period when these soils are saturated from heavy rainfall or snow melt. Debris flows, defined as a mass of mud, rock fragments, soil, and water, moving much like a stream, occur mainly in the cloudburst flood channels of the mountain front.

Rock fall can occur during an earthquake when exposed rocks on steep slopes are dislodged by ground shaking, or as an individual event when broken free from the mountainside by the freeze-thaw regime of winter climate. In either case, large rocks rolling and bouncing down the slope of the mountainside can be damaging and dangerous to those living near the base of the mountains.

Avalanches The deep snow of the upper elevations in the mountains of Utah County often produces avalanches. Many of these avalanches occur in uninhabited areas and only damage

UTAH COUNTY GENERAL PLAN CHAPTER 5: LAND USE ELEMENT

The word “planning,” when used by a city or county government, means the process of logically arranging physical development, both public and private, to coordinate residential, commercial, industrial development, agriculture and open space, with the essential supportive public facilities and services. To initiate planning within its jurisdiction, a local government customarily prepares and adopts a general plan having various elements mandated by state government and additional elements selected by the jurisdiction, to provide for the management of long-range growth and development.

Municipalities In preparing the Utah County Land Use Plan, notice was taken of the existing and permitted land uses in the twenty-four incorporated municipalities within the county. A county is distinct from a city in that it does not actually have the function, as a city does, to accommodate the complete spectrum of activities available to those who reside within it. Municipalities are created to provide urban governmental services essential for urban development and for the protection of public health, safety, and welfare. Counties are recognized as legal subdivisions of the State and thereby function in a supportive role to the incorporated urban places rather than competing with them for control of industrial sites, shopping centers, and residential growth. Counties exist to fill the governmental void that would otherwise exist in the territory lying between cities and towns.

In their role as subdivisions of state government, counties collect the property tax for the state, the school districts, and the cities, as well as act as custodians over court, land, marriage, and other important public records. On the other hand, it is inappropriate for a county to imitate municipal governments by zoning for a full range of urban land uses, with the resulting responsibility of providing a matched set of urban services.

Land uses excluded from the county land use ordinance and the land use element of the general plan, in unincorporated Utah County, were not intended to be exclusions from county residents, but were found to be properly provided for in the incorporated municipalities for those living in both county and city. Those uses of land recommended for inclusion in the land use ordinance of the unincorporated area are the uses deemed valid for a non-urban, unincorporated setting.

Preparing the land use element plan In the process of determining what uses of land to include in the land use plan of the unincorporated area of Utah County, it is necessary to take into account the historical [and current](#) use of the land, the changing economic conditions, geographic and geologic features, transportation routes, slope and vegetation, and population. Reviewing these categories, along with the annexation policies of each jurisdiction, land ownership and other specific land area studies, a planning matrix can be achieved to indicate those areas best suited for future changes to the land use pattern or areas to be maintained with little or limited change.

Agriculture as a land use Because good, level agricultural soil is equally suitable for industrial, residential, and commercial development, the future of agriculture on the valley floor of Utah County is tentative. The decrease in minimum lot size from forty acres to five acres for a

dwelling in the agricultural zone has also contributed to larger ranches and farm tracts being broken into smaller parcels which become less productive as an agricultural unit. Agricultural land has provided a local market of fresh fruit, vegetables, eggs and meat, and continues to provide an attractive landscape for recreation, hunting and visual ruralness. [The retention of viable agricultural land can also have collateral benefits, such as the avoidance of land use conflicts which may otherwise occur if particular farmlands were to be developed.](#)

Unfortunately, the high value placed upon Utah County agriculture for aesthetic reasons is the very thing which threatens the continuation of farming in this area. From the detached vantage point of the urban county resident, the farmland is a magnet that lures residents to resettle amidst the cattle and cornfields. After moving into the agricultural areas, the non-farmer's annoyance at odors, pesticides, dust, pre-dawn tractor and sprayer noise, and run-away irrigation water, creates conflict. The agriculture protection area afforded by state code may provide the protection needed by the farmer for urban encroachment into the production farm areas.

Housing as a land use Residential districts shown on the land use element map are those most suitable for residential use, including the commercial and governmental activities that support such use. Each zone district permits single-family dwellings that meets the minimum area, frontage and width required within each zone. Areas designated as residential on the land use element map are those areas that could be developed for residential use with water systems, sewer systems, and road access, with the support of adjacent municipal services or abutting existing outlying water and/or sewage systems.

Utah County's preference for the location of residential development is, **first** in the established municipalities, **second** in [appropriate](#) areas adjacent to those municipalities which are included within an annexation boundary of a municipality, **third** in unincorporated communities with central water systems and existing dense settlement, **fourth** in unincorporated communities with existing dense settlement and some services (except a central water system), and **last**, new communities in areas where the developer pays the cost of installation of services. It is the policy of Utah County, by resolution, that new unincorporated communities, and existing dense settlements in the unincorporated county, proceed toward incorporation as a town as soon as the minimum population to do so is achieved.

When an application to amend the general plan to a residential designation is submitted, a soil report and soil feasibility study on the use of septic systems for the development or amendment should be submitted by the owner/developer based on existing soil studies that have been provided by the Soil Conservation Service or studies completed by a recognized soil engineer. [In addition to a soil report, the petitioner may be required to provide a report analyzing the proposed use in terms of its compatibility with adjacent and proximal uses both on unincorporated lands, as well as on adjacent or proximal incorporated lands. In this way, the evaluation of the request is not exclusively based on "infrastructure" but on a more comprehensive assessment of land use factors and other relevant considerations.](#)

Commerce as a land use The central business district is the beginning point from which city utilities and services extend outward into the community; the best roads, largest water lines, and major police and fire-fighting equipment are usually located in this area. The large proportion of the community's taxes collected from the central business district is paralleled by the high level of government services provided in the downtown area.

Nearly every resident of unincorporated Utah County lives within three miles of one of the several municipal commercial business districts in the county. It is proposed that no new commercial zones be established in the unincorporated area, except: (1) commercial areas in

the residents of these areas; and (3) within platted recreational resort developments.

Industry as a land use Industry is a term which is applied to a wide variety of economic activities and land uses, and is essential to most communities as a source of jobs and tax revenue. Most industries need good highway access, water and sewer availability, level ground with moderate to heavy load bearing capacity and adequate heating and electrical utilities that exist or are readily available. State adopted and county mandated building codes and fire safety codes limit the type of structures and uses available in the unincorporated county industrial zones when no water supply system is available for the required fire flow. Existing and new industrial zones have not developed in the county due to this lack of infrastructure to meet minimum code requirements.

Many industrial uses are sufficiently offensive that they cannot be located in municipal industrial areas. Other industrial activities, such as mineral reduction or processing plants, need to be located near the site of their associated natural resource extraction operation. In such cases, industrial zones in the unincorporated area may be created. It is recommended that industrial uses not be allowed in the commercial, residential or agricultural zones; or that nonindustrial uses be allowed in the zone designated for specific industrial activities.

Lands used for watersheds The most fundamental land use in the arid west is watershed use which provides the essential water for agriculture, residential and all other land uses. Any damage to watershed areas should be rehabilitated, and the critical mountain areas should be managed for flood and fire protection, water conservation and erosion prevention. Valley infiltration areas that recharge the ground water supplies should also be protected from development, pollution, excavation, and surface covering that would reduce infiltration.

Since the valley floor areas contribute to the water table, the disposal of human and industrial waste into the soil should be minimized by the utilization of sewage treatment facilities whenever possible. Storm water runoff from development should be required to be disposed of on-site to increase the water table recharge, unless a storm drain or surface drain that is controlled by an agency or jurisdiction is available that would allow for the increase of water runoff to an acceptable body of water or sump.

Public utilities Public streets, parks, or any public way, ground, place or space, publicly owned buildings or structures, and publicly or privately owned utilities are necessary for the continued growth and development within Utah County and within the state. [Unless justified by mitigating factors and/or other Plan policies and objectives,](#) All land use designations and zone map designations should provide for the location of these public uses.

General Plan, Land Use Element Plan

Watershed area Lands in the unincorporated area of Utah County that are classified within the CE-1, Critical Environment Zone, typify the canyon and mountain areas of Utah County. The majority of the water necessary for culinary use, irrigation, recreation, natural vegetation and wildlife, is initiated from these CE-1 zoned areas. This is accomplished from winter snow accumulation and absorption of rainfall. Any request to diminish this watershed area by changing this zone designation, should be accompanied by an engineered soil study and report which would indicate the mitigation of the watershed land area being converted to an

alternative land use and the ability of the watershed soils to accept in-ground septic systems without incurring pollution to this critical water storage area. In addition, to the extent these areas are coincident with the Military Compatibility Overlay, such conversions are not only a potential public health and safety risk, but may also have negative impacts on Camp Williams ability to continue carrying out its mission. Of particular note in this regard is the extensive “Aviation Safety” area identified in the Joint Land Use Study.

Agriculture area This designation includes those areas within the M&G-1, Mining and Grazing Zone, A-40, Exclusive Agriculture Zone and RA-5, Residential Agricultural Zone. These areas are zoned for land uses relating to the grazing and pasturing of livestock, mining, production agriculture operations and low density residential development. Historically, the previous RA-1 Zone, and the A-1 Zone, and the current RA-5 Zone, have been those areas related to irrigated agriculture. Any additional conversion of land to the RA-5 Zone should include evidence of an existing irrigation system with irrigated crops, orchard or pasture in production; and not a proposal to do so in the future if the zone map change is approved. Conversion of the RA-5 Zone to the A-40 Zone is encouraged in this agriculture area. Any such designations of lands located within the Military Compatibility Overlay area shall remain and not be “upzoned” to a more intense land use category, unless such change is consistent with land use and other recommendations of the Joint Land Use Study final report.

Residential area Land that is within the classification of the CE-2, Critical Environment Zone, RR-5, Rural Residential Zone and TR-5, Transitional Residential Zone, are considered residential. These three zones have been developed residentially in recreational canyon areas, adjacent to municipal boundaries for future annexation and in unincorporated areas where some utilities exist or have been constructed by the developer. New areas of residential designation should not be approved except for the expansion of existing residential zones when roads, central sewer systems, topography, central water systems and fire protection indicate that such expansion is feasible. In addition, any such proposed residential designations adjacent or in proximity to Camp Williams shall not be approved unless such new designation is consistent with the land use and other standards established in the Military Compatibility Overlay Zone.

Commercial area These are areas in unincorporated Utah County that are classified within the NC-1, Neighborhood Commercial Zone or the HS-1, Highway Service Zone. As municipalities expand their boundaries into the rural portion of the county, the need for neighborhood commercial activity decreases. Most residents in the unincorporated area of the county are only minutes from city commercial shops and services. Existing neighborhood commercial areas should be maintained only until they no longer serve the population in the surrounding area. New neighborhood commercial areas should not be established unless the need is required by increased unincorporated population or as part of an approved recreational resort development.

Highway Service commercial areas aid the traveling public. Any expansion of the existing HS-1 zoned areas or proposals for creating new areas along state roads and highways should be in conjunction with economic data indicating the need for the expansion or the new location and the cost to Utah County to provide the mandated fire and life safety services.

The improvements to vehicular travel by automobile and commercial trucking has reduced the necessity for frequent stops between urbanized areas, which decreases the demand for new highway commercial services in the rural parts of the county.

Manufacture area Land that is classified within the I-1, Industrial Zone. Existing industrial areas that do not have access to a municipal or private sewage system or water delivery system

for fire suppression should be reviewed and, where appropriate, eliminated. Any new manufacturing area should be approved only if sufficient utilities are available to support the industrial use and annexation into a municipality is not currently possible. As with commercial areas, the municipalities are relied upon to provide the majority of the manufacturing since they also are able to provide the required infrastructure.

Camp Williams Military Compatibility Overlay Area (MCOA)- In order to assist with the implementation of the land use and other recommendations of the Joint Land Use Study, the County will create an MCOA designation on its land use map and a corresponding land development regulation. The County finds that the MCOA, its objectives, standards and requirements are generally consistent with the County's plans and objectives for this unique area and that adoption and administration of the MCOA and related regulations will compliment and support County efforts to limit development in areas lacking necessary infrastructure, to promote the retention of viable farmland and grazing lands, to protect critical watershed lands and to otherwise promote the orderly and efficient development of Utah County.

The MCAO will include standards and procedures governing land use, lighting design, noise and vibration attenuation, structure height and other provisions necessary to secure outcomes that are of mutual benefit to the County, to Camp Williams and to the region.

