

Davis County: Comprehensive Hillside Master Plan



**DAVIS COUNTY
COUNCIL OF GOVERNMENTS**



Comprehensive Hillside Master Plan

Draft: June 2003

Project Introduction

The process to create the Davis County Comprehensive Hillside Plan was based on the successful model established by the Davis County Shorelands Plan Steering Committee, which in turn was based on the planning

practices espoused by Envision Utah. The Hillside Plan process relied heavily on public input which included three sub-regional workshops and a county-wide survey of residents conducted by Dan Jones and Associates.

The guiding body was a subcommittee of the Davis County Council of Governments composed of a representative from each city that bordered the Wasatch Mountains, plus representatives from Woods Cross City and the U.S. Forest Service. The Davis County Department of Community and Economic Development, which is acting staff to the Council of Governments, provided staff resources, including plan preparation. The sub-regional workshops were conducted by John Janson, AICP, and Stephen Pastork, AICP, consultants to the Department of Community and Economic Development. Foothills mapping and document preparation assistance was provided by J. Kelly Gillman, ASLA, Cooper-Roberts Simonsen Architecture.

Steering Committee Chairman

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Mayor of Fruit Heights

Steering Committee Members

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Woods Cross Planning Commission
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Davis County C.E.D.

Photo: Local Trail Access

Stream corridors provide for recreational opportunities. Two out of five respondents of a Dan Jones & Associates survey indicated that local government should provide access along major streams, if it doesn't impact the environment.



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County-Wide Survey

Early in the process, the Steering Committee realized that the Wasatch Mountains were an amenity enjoyed by all of Davis County, not just those individuals who lived within the hillside areas. In order to better understand the needs and desires of all residents, the Steering Committee authorized Dan Jones and Associates to conduct a random survey of Davis County residents focusing on key issues such as trails, off-road vehicle use, development, and preservation. Before

Survey Results

The results were quite surprising. Mr. Dan Jones, in his verbal report to the Council of Governments, said that he had never seen survey results that were so conclusive. He qualified his statement by saying that a 2/3 majority (66.7%) represented a consensus, while many of the issues in this study had levels of concurrence in excess of 80 and 90%!



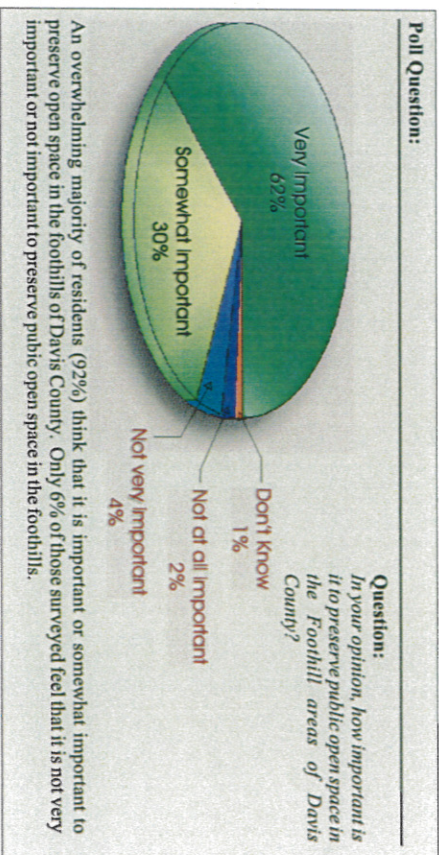
Photo: Mueller Park Area, East of Bountiful
This trail head in Mueller Park is a popular recreation area. A study by Dan Jones & Associates found that 93% of Davis County residents say that parks such as this are very or somewhat important.

authorizing the survey, the Steering Committee held a brainstorming session to determine which issues needed to be addressed. Staff then drafted a preliminary list of questions which was delivered to Dan Jones and Associates for further refinement. The actual survey was conducted in August of 2002, with a margin of error of $\pm 4.0\%$.

[Most people (92%) feel that it is important to preserve open space in the foothill areas of Davis County. A similar percentage of people (93%) think that it is important to have foothill parks such as Mueller Park, Kaysville Mountain Park, and Ferrwood Park. At 80%, there is nearly as strong sentiment that it is important to acquire more public open spaces in the foothill areas. (Dan Jones and Associates, Executive Summary, August 2002)

The survey results showed consensus in almost all of the issues, which gave the Steering Committee a firm grasp of the needs and desires of County residents. Some of the items that reached consensus were:

- A need for preservation/limiting development.
- A strong interest in access to public property.
- A desire to preserve viewsheds.
- That users should pay for development/infrastructure costs.
- The types of preservation/maintenance/enforcement methods that should be employed.
- That preservation of wildlife habitat is more important than development rights.



Public Workshops

The Steering Committee felt that it was important to receive input from those individuals of the community who had a direct, specific interest in the area under study (Property owners, special interest groups, foothill residents, elected officials, etc.), and therefore authorized a series of public outreach meetings. John Janson, AICP, and Stephen Pastork, AICP, were selected to organize and facilitate the public workshop process. They divided the County into three sub-regions: North (Fruit Heights, Kaysville, Layton, South Weber), Central (Farmington, Centerville), and South (Bountiful, North Salt Lake). Invitations were sent to property owners in the foothill areas, city council members, and planning commission members, as well as being posted in several different publications. The workshop formats were "Envision Utah-esque" which means they involved an issues exercise, a mapping exercise, and other forms of input.

North Area Workshop:

(South Weber, Layton, Kaysville, Fruit Heights)

Due to conflicts with other local government meetings, only approximately 20 individuals attended, however, the balance of interested parties was again split fairly evenly. Two groups were formed, and the following is a list of items that reached consensus at both tables:

- There is a need for more and better trail connections/access
- Housing could be clustered in flatter areas
- Coordination between cities,

County, and Forest Service needs to be improved

- The Kaysville Mountain Park needs to be preserved
- The Adams Canyon trailhead needs improvement
- Trailheads are needed in the South Weber area near Job Corp Land (open space) should be preserved near Shepard Creek for a trailhead

Central Area Workshop: (Farmington and Centerville)

Approximately 40 individuals attended, with a roughly even split between property owners, public officials, and special interest groups/citizens. The attendees were divided into four groups at random. The following items reached consensus:

- **All four groups agreed that:** OHV use should be controlled and allowed only in certain areas
- Housing (where feasible) could be clustered on the flatter areas

Three groups agreed that:
Better trail access and connections are needed

- **Two groups agreed that:** There should be no development above the Bonneville Shoreline Trail (BST)
- There should be a buffer between the BST and neighboring residential uses
- There should be a view shed (undeveloped) corridor between Farmington and Centerville extending

from the Great Salt Lake to the mountains

- Slopes over 30% are too steep for development

South Area Meeting: (Bountiful and North Salt Lake)

Attendance was much greater than anticipated and exceeded 40 individuals. There was profound interest in trails, OHV use, and related issues. Four groups were formed and consensus was reached as follows:

- **All four groups agreed that:** There is a need for more trails and trailheads, especially near the Bountiful "B" (currently under development) and in North Canyon
- There should be a connection between the Centerville and Bountiful OHV areas

Three groups agreed that:
Some areas should be preserved using such techniques as Transfer of Development Rights (TDR) or outright purchase

- There are substantial use conflicts, erosion, and access issues that need to be addressed in the area around the Bountiful "B"
- A trailhead is needed at Hooper Creek (South of North Canyon)

Two groups agreed that:
Clustered housing is a good way to provide for development and open space

- East-west trails should connect the

Bonneville Shoreline Trail (BST) to the Great Western Trail

- In areas where development is recommended, 12% grades for streets and 30% grades for homes are appropriate development standards
- A trailhead should be established south of Eaglewood Golf Course with an east/west wildlife corridor
- Trail maintenance needs to be improved
- OHV's should be permitted in limited/controlled areas
- Service costs (development /infrastructure /utility) should be borne by users

Overall/Consensus

There were five items of consensus between all three workshops:
More trails, trailheads, and trail connections are needed
Where development is appropriate, clustered-style development is preferred because it allows for both preservation and development
OHV use should be controlled and permitted only in defined areas
Slopes over 30% are too steep for development
There are some areas that absolutely should be preserved regardless of whether or not they could accommodate development



County-Wide Analysis

In analyzing the public input collected during the planning process, it was determined that the information collected in the Dan Jones Survey had a higher level of confidence and provided a broader representation of Davis County residents than did the public workshops. The survey contains the



Photo: Public Support

State and local officials have been supportive of the wishes of residents to desires to expand recreational activities. Pictured here, Utah Governor Michael Leavitt has participated in the expansion of the Bonneville Shoreline Trail.



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opinions of 600+ randomly selected people, while the workshops represent less than 100 different individuals, many of whom were invited by the Committee for specific reasons. Therefore, the survey information collected by Dan Jones is the primary basis for the general analysis, while the workshop information served to address specific area/use issues.

Issue: Development and Preservation

In the survey conducted by Dan Jones and Associates, there was a clear and obvious consensus that County residents are opposed to new development in the foothill areas. The following are some specifics from that report:

- 89% of residents said that there should definitely or probably be a County-wide limit on how high up development is allowed in the foothills (73% definitely, and 16% said probably)
- 66% said that development should not be allowed if it disrupts existing wildlife habitat
- 67% said that preserving wildlife habitat is usually more important than development
- 91% said that the current amount of development in the foothills is either too much or enough (55% said that there has already been too much, while 36% said the current amount is about right)
- 83% said that development should either definitely or probably not be permitted in areas that require substantial earth movement (51%

definitely not permitted, 32% probably not permitted)

- 89% of residents said that it is somewhat to very important to have a view of undeveloped foothills/mountains (57% very important, 32% somewhat important)

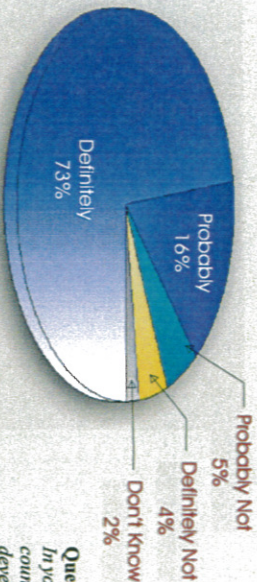
In regards to preservation, the residents were equally clear:

- 92% said that it was either very important or somewhat important to preserve public open space in the foothill areas of Davis County (62% very important, 30% somewhat important)
- 80% of residents said that it is important to acquire more public open space in the foothill areas (45% very important, 35% somewhat important)

- 93% said that foothill parks like Mueller Park, Kaysville Mountain Park, and Fernwood Park are very to somewhat important (72% very important, 21% somewhat important)
- 98% said that it either very or somewhat important to pursue individuals who damage foothill areas (81% very important, 17% somewhat important)

- 74% said that they would pay an extra amount of money each year to fund open space preservation/trails (24% up to \$5 per household, 25% up to \$10, 18% up to \$20, 7% more than \$20)

Poll Question:



A high percentage of people (89%) say that there should definitely or probably be a countywide limit on how high up development is allowed in the foothills. One in five respondents (21%) think that there should not be a limit on development in the foothills.

Question:
In your opinion, should there be a countywide limit on how high up development is allowed in the foothills?

Goal: Prevent/limit additional development in the foothill areas

Policy: Do not extend/expand utility infrastructure into foothill areas

Policy: Establish programs to purchase or transfer development rights

Policy: Define areas that are appropriate/not appropriate for development

Policy: Set standards for the amount of earth-movement/soil disruption permitted

open space preservation, similar to Salt Lake County's ZAP (zoos/art/park) tax

Policy: Establish long term maintenance plans and funding programs

Goal: Prevent/limit damage in the foothill areas

Policy: Set uniform, County-wide standards and fines

Policy: Improve coordination between



Photo: Bonneville Shoreline Trail

Based on a survey by Dan Jones & Associates, about 22% of residents in Davis County have indicated that they use the foothills for recreational activities monthly. 37% of residents say they are very or somewhat familiar with the Bonneville Shoreline Trail.

Goal: Protect viewsheds

Policy: Regulate development on ridgelines

Policy: Identify those areas that are aesthetically most important to protect

Goal: Preserve Mueller Park, Kaysville Mountain Park, and Fernwood Park

Policy: Establish a tax to fund

Forest Service, County Deputies, and local Law Enforcement

Policy: Establish youth education programs

Policy: Close foothills to OHV use, except for specifically defined areas

Issue: Public Uses, Environmental Concerns, and Infrastructure/Utility Costs

OHV Use Only about 27% of Davis County residents own OHVs, but the survey

indicates that they are used frequently. 18% of OHV users indicated that they used their vehicles more than 50 times/year, and 40% said they used them between 12 and 50 times/year. Of those who owned OHVs, more than half had at least two vehicles. One of the items of general consensus in the public workshops was that OHV use should be allowed in the foothills, but only in regulated/defined areas. Virtually all of the maps in the South Area show an OHV use in the "B" area connected with the existing OHV uses in the Centerville Bowl area.

Goal: Reasonably accommodate OHV users

Policy: Establish clearly defined areas for OHV use

Policy: Establish specific regulations, enforcement procedures, and mitigation policies/revenue sources

Extraction/Gravel Pits 61% of Davis County residents said that they are aware of gravel pits and/or other excavation in the foothill areas. Of those who were aware, 68% said that the gravel pits either definitely or probably had a negative impact on the foothills. Interestingly, a side note in the survey says that "people age 40-60 and those with higher family income are more likely to say that existing gravel pits definitely have a negative impact on the foothill areas." This is most likely because these are the individuals who can afford to live in the foothill areas near the gravel pits, and are most directly impacted. As a final note, none of the groups in any of the workshops supported new or expanded gravel pit operations.

Goal: Mitigate the effects of existing gravel pits

Policy: Review and modify, where necessary, hours of operation, haul routes, etc.

Policy: More closely monitor and enforce clean air/road/noise standards

Policy: Encourage existing operators to landscape and/or screen their operations as much as possible

Goal: Discourage new gravel pits

Policy: Establish specific development and mitigation standards

Policy: Require extraordinary review and public involvement

Policy: Require bonding at the time of permit for the replacement of public infrastructure due to increased impacts

Policy: Require extended bonding (10 years) for rehabilitation

Policy: Do not allow haul routes through residential areas

Water Issues Water conservation and preservation are historically perhaps two of the most important issues in Utah. Numerous cities and other irrigation companies have watershed protection areas in the foothills/mountains above Davis County. As part of the public input process, the Weber Basin Water Conservancy District sent a letter to the Steering Committee asking that special consideration be taken of its aqueduct when planning in the foothill areas. Representatives from the U.S. Forest Service have stated that the soon to be released revisions of the Forest Management Plan will heavily emphasize



watershed protection. Staff intentionally excluded the watershed protection issue from the Dan Jones Survey because preliminary analysis indicated that there was a standing consensus on the need to protect water resources, and that the limited space on the survey should be dedicated to more controversial issues.

Goal: *Protect watershed areas*

Policy: Watershed protection has top priority in the hillside areas of Davis County

Infrastructure/Development/Utility Costs
 One of the questions on the survey dealt specifically with the increased costs of providing municipal services in the foothill areas, with 90% saying that residents living in the foothill areas should bear the extra cost to provide services. Of those 90%, approximately ¼ specifically said that it should depend on how high you live on the hill. In the workshops, one of the items of general consensus was that in areas where development was appropriate, clustering should be required. This would both preserve open space and reduce infrastructure/service costs.

Goal: *Establish service rates based on actual costs*

Policy: Conduct studies to determine actual costs to provide services
Policy: Modify fee structures to reflect the actual costs to provide services

Goal: *Developers to pay actual infrastructure costs*



Policy: Developers/property owners should pay directly for all new infrastructure (Water tanks, pump houses, etc.)
Policy: Extend bonding periods for infrastructure in hillside areas

Goal: *Prevent isolated pockets of development*

Policy: Do not allow development that is not immediately contiguous with existing development

Policy: Do not allow development that requires road connections on or through undeveloped, undevelopable, or conservation areas

Policy: Require that all developments have at least two outlets (i.e., no cul-de-sacs, no developments with one access)

Issue: Bonneville Shoreline Trail

The Bonneville Shoreline Trail is a nationally recognized Millennium Trail that follows the approximate contour of the shoreline of ancient Lake Bonneville. By State Statute, the Trail is a natural surface, non-motorized trail.

The Dan Jones survey results show that 81% of County residents use the Davis County foothill areas at least once a year for walking, hiking, biking, etc. At the same time, however, 62% said that they are not familiar with the Bonneville Shoreline Trail, and 72% said that they had never used it. Since the Bonneville Shoreline Trail passes through/through connects all of the major hillside recreation areas, these figures seemed inconsistent. Informal study showed that many people identify the Bonneville

Shoreline Trail as the "fire break road" or the "aqueduct road", because in many places the trail parallels or shares access with these two features.

Goal: *Improve recognition of the Bonneville Shoreline Trail*

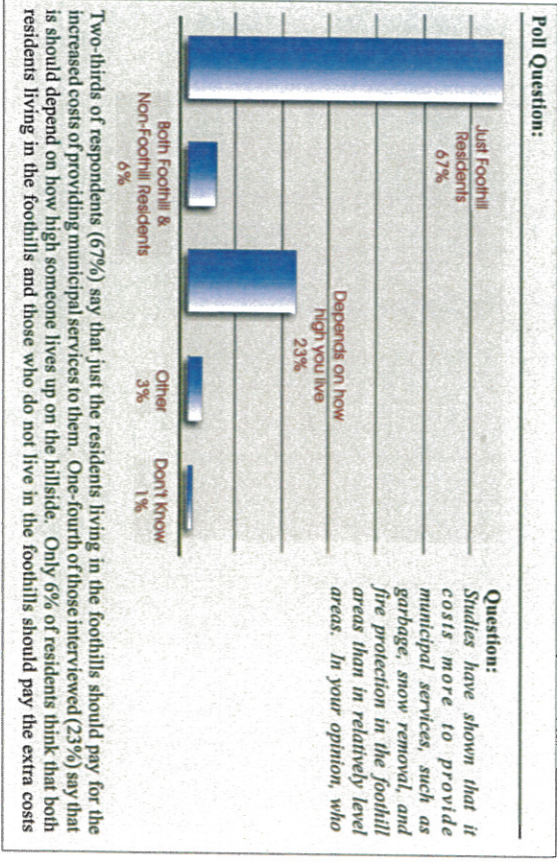
Policy: Provide more trail signs
Policy: Increase "brand recognition" and education efforts

Interestingly, even though 62% of residents said that they were not familiar with the Bonneville Shoreline Trail, 70% said that more trailheads and access points were

needed along the trail. This reinforces earlier interpretations that, as a general policy, residents of Davis County want to preserve and access hillside areas.

Goal: *Increase trailheads and public access points to the Bonneville Shoreline Trail*

Policy: Require new developments to provide trail access
Policy: Revise park master plans to include trailheads and trail access



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North Area Mapping South Weber, Layton, Kayville, Fruit Heights

The northern area of Davis County has the most potential for preservation because of the topography and existing development patterns. In recent years, the County and cities in the area have been working closely to establish local and regional access points in new developments abutting the foothill areas. Some highlights of the North Area Map are:

- The existing and proposed alignment for the Bonneville Shoreline Trail
- The designation of potential areas for clustered development and for development density transfers
- The preservation of the Kayville Mountain Park and Fernwood Park near Fruit Heights
- The preservation of orchard areas near Fruit Heights
- The expansion and/or relocation of the Adams Canyon trailhead
- The location of potential trailhead(s) in the South Weber area
- The potential location for a trailhead in the Shepard Creek area

Specific Use Details

(To be determined after subcommittee approval of land-use map)

Central Area Mapping Centerville and Farmington

- The central area of Davis County has the most potential for trail access and at grade trailheads because of the relatively short distance

between I-15 and the Bonneville Shoreline Trail. Centerville City is currently working with the Forest Service to build a trailhead and access road at the top of Parrish Lane. Also, Farmington and Centerville are working jointly on a trailhead with equestrian access at the top of Park Hills Drive. Some highlights of the Central Area Map are:

- The existing and proposed alignment for the Bonneville Shoreline Trail
- The designation of potential areas for clustered development and for development density transfers
- The preservation of areas on the upper (Bonneville) bench
- The preservation of the Centerville OHV area
- A proposed trail connecting the Centerville OHV area and the Bountiful "B" OHV area
- The potential location for a trailhead with equestrian access on the Centerville/Farmington border
- The location of the Parrish Lane Trailhead (to built Summer of 2003)
- The potential location for a trailhead in the Shepard Creek area
- The preservation of areas above the aqueduct in most of Centerville

Specific Use Details

(To be determined after subcommittee approval of land-use map)

South Area Mapping Bountiful and North Salt Lake

The southern area of Davis County has the most potential for preservation because of the topography and existing development patterns. In recent years, the County and cities in the area have been working closely to establish local and regional access points in new developments abutting the foothill areas. Some highlights of the North Area Map are:

- The existing and proposed alignment for the Bonneville Shoreline Trail
- The designation of potential areas for clustered development and for development density transfers
- The preservation of Mueller Park
- The preservation of the Bountiful "B" OHV area
- A proposed trail connecting the

Bountiful "B" OHV area and the Centerville OHV area

- The proposed acquisition of the North Canyon area for a park (similar to Mueller)
- The potential location for trailheads above North Salt Lake and Bountiful
- The potential location for a trailhead with ADA and equestrian access in North Salt Lake

Specific Use Details

(To be determined after subcommittee approval of land-use map)

Map Legend

- Existing Trail Head
- Proposed Trail Head
- Existing Park
- Proposed BST Alignment
- Existing BST Alignment
- Preservation Area
- Development Area
- Special Use Area
- Streams
- 5200 Contour
- Forest Service Property
- Private Land with NFS boundary

Locator Map

North Area Sections
South Weber, Layton, Kayville, Fruit Heights

Central Area Sections
Centerville and Farmington

South Area Sections
Bountiful and North Salt Lake

